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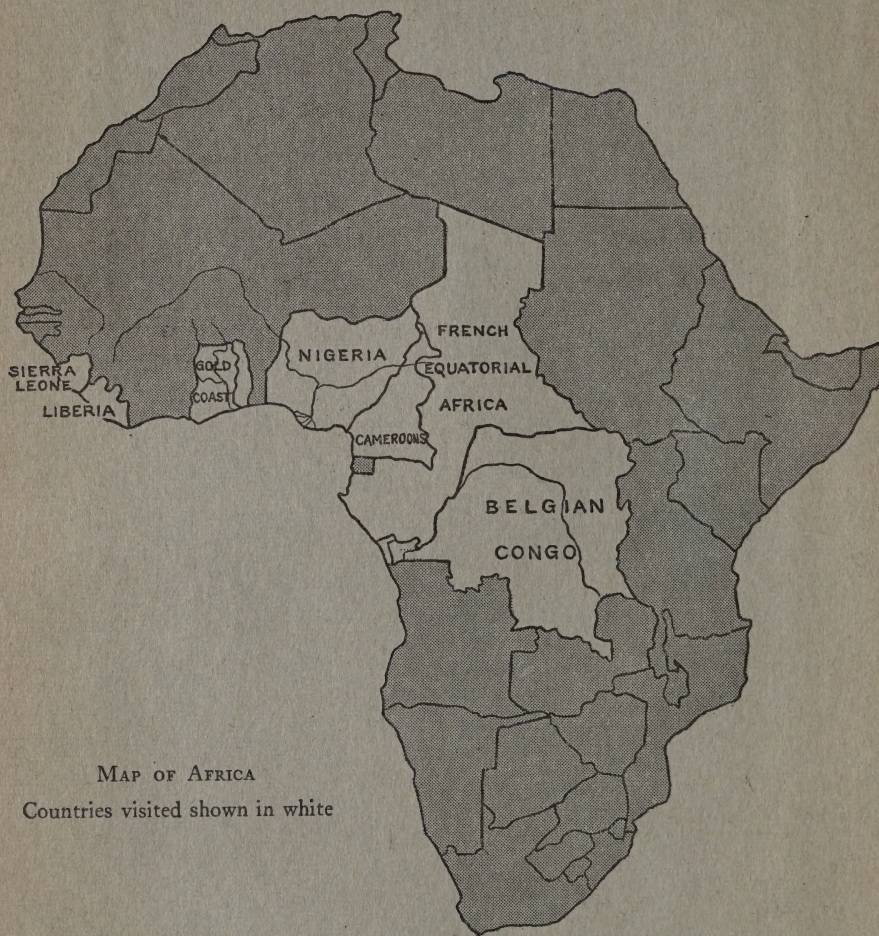
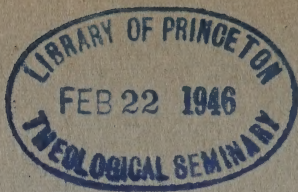
AFRICA ADVANCING

A STUDY OF RURAL EDUCATION AND AGRICULTURE
IN WEST AFRICA AND THE BELGIAN CONGO

BY
JACKSON DAVIS
THOMAS M. CAMPBELL
MARGARET WRONG

1945

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MAP OF AFRICA
Countries visited shown in white

AFRICA ADVANCING



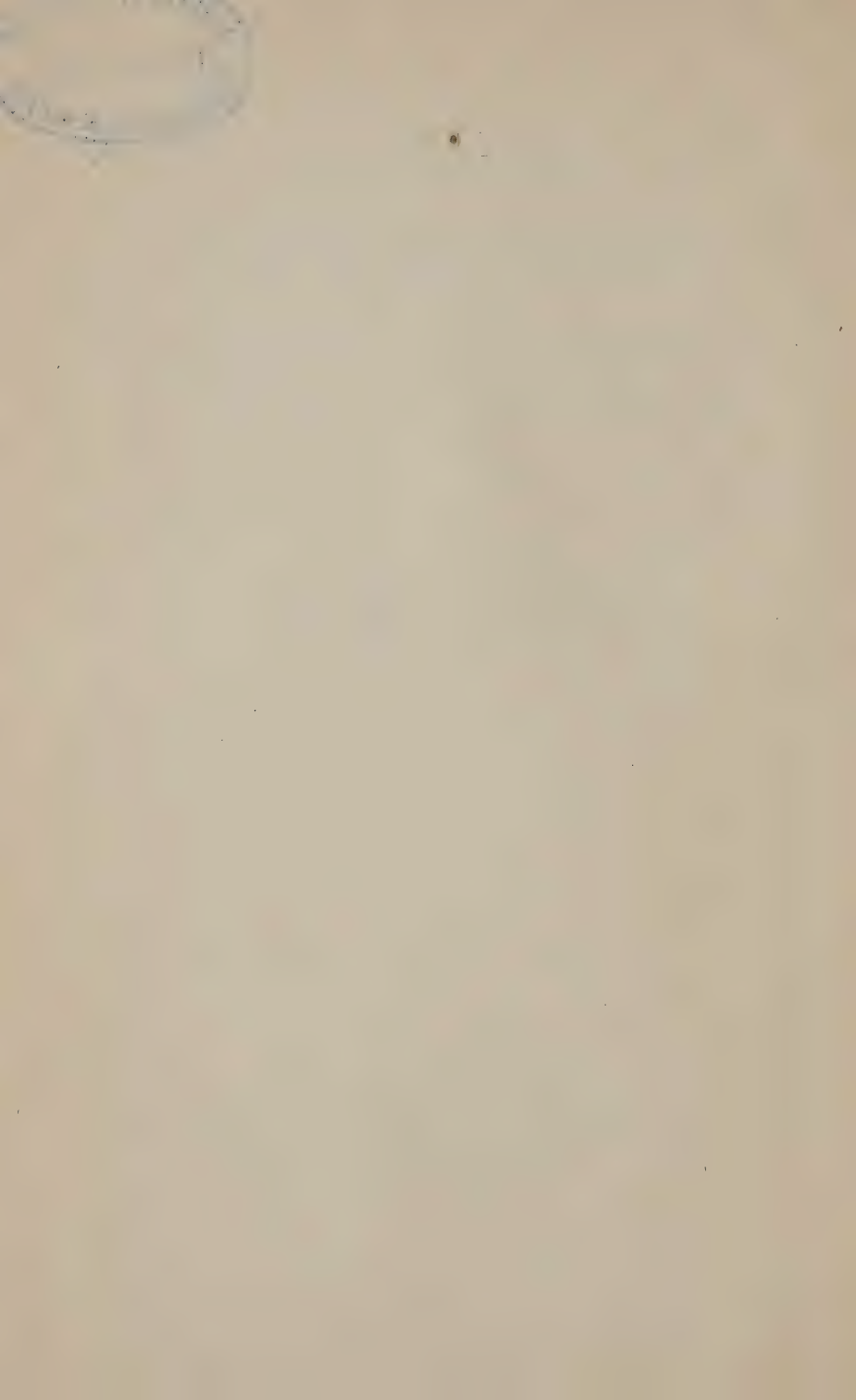
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FOREWORD

THE Foreign Missions Conference of North America, in a meeting devoted to Christian action in Africa at Westerville, Ohio, in June 1942, voted to form a study group “. . . to consider how the total resources of African churches and missions may be utilized to better advantage.” As that group conferred, the necessity of some field study of African education became increasingly clear. Dr. Jackson Davis, Associate Director of the General Education Board, New York, was asked to be chairman of a small group to explore and plan such study. Communication with the Conference of Missionary Societies in Great Britain and Ireland suggested joint support of such an inquiry. The proposal met with a favorable response in Great Britain. It was agreed that the study should seek to cover certain parts of West Africa.

The visit to New York of Miss Margaret Wrong, Secretary of the International Committee on Christian Literature for Africa, gave opportunity for further consultation. On her return to Great Britain early in 1943 the proposal was discussed and approved by mission committees and boards concerned. Meanwhile, the undertaking had been discussed at the Colonial Office in London and in the Department of State in Washington. In both places it was viewed with sympathy in spite of the limitations of war.

Early in 1944, a visit to the United States by the Reverend Stanley H. Dixon, Dr. M. A. C. Warren and Dr. H. R. Williamson, representing the British Conference of Missionary Societies, afforded an opportunity to plan arrangements with the Foreign Missions Conference of North America. This resulted in an invitation to

Dr. Jackson Davis, Miss Margaret Wrong and Mr. Thomas M. Campbell, Field Agent, Extension Service of the United States Department of Agriculture, to undertake the survey; and a proposal, which was approved, to the secretaries of the International Missionary Council that the study be under its general sponsorship.

At the request of the British and North American Conferences, presented through the Phelps-Stokes Fund, the General Education Board on March 10, 1944, voted the necessary funds to the Phelps-Stokes Fund to finance the study. The Board further generously released Dr. Davis for six months for this assignment. The United States Department of Agriculture also very kindly gave Mr. Campbell a leave of absence for six months to enable him to participate in the study.

The invasion of France and the restrictions on travel made it impossible for Miss Wrong, Dr. Davis and Mr. Campbell to get away until the latter part of the summer. Miss Wrong arrived in the Gold Coast in September 1944, and Mr. Campbell and Dr. Davis arrived in Liberia on October 16 for three weeks' study, after which they joined Miss Wrong at Accra. Their subsequent study included the Belgian Congo, French Equatorial Africa, the French Cameroons, Nigeria, the Gold Coast and Sierra Leone. They were assisted by the Reverend H. Wakelin Coxill in the Congo and by Dr. George W. Carpenter in the Congo and Cameroons. We are very grateful to the Congo Protestant Council for releasing these two for this important service, and also to the Church of Scotland Mission for its cooperation in making available similar services by the Reverend J. M. Lewars in Nigeria and the Gold Coast. Appreciation is expressed likewise for the aid in the Cameroons of M. le Révérend M. Farelly, of the Paris

Mission, and of the Reverend R. L. Embree, Principal of the Booker Washington Agricultural and Industrial Institute, in Liberia.

Dr. Jackson Davis, as a superintendent of schools, employed the first Jeanes teacher to work in Negro rural schools and in home and community activities of Henrico County, Virginia. He was the first state agent for Negro rural schools. Since 1915 he has been an officer of the General Education Board, the oldest of the Rockefeller boards. In this capacity he has played an important part in movements for the improvement of Negro education in America both in the public schools and in building up colleges and higher institutions. He was a member of the Le Zoute Conference on the Christian Mission in Africa in 1926, and in 1935 he was appointed Carnegie visitor to Africa and participated in the Inter-Territorial Jeanes Conference at Salisbury, Rhodesia, in that year. He is president of the New York State Colonization Society, one of the historic agencies which a century ago aided in the founding of the Republic of Liberia, and is vice-president of the Phelps-Stokes Fund.

Mr. Thomas M. Campbell graduated from Tuskegee Institute when the late Booker T. Washington was its principal. He was put in charge of extension work among Negro farmers by Dr. Washington and his "School on Wheels" became one of the important influences of Tuskegee Institute. In 1906 Mr. Campbell was chosen as a farm demonstration agent by Dr. Seaman A. Knapp. He was one of the two Negroes first to serve in this capacity. This work was the beginning of the present system of Agricultural Extension Service now carried on by the United States Department of Agriculture. Mr. Campbell is now field agent in charge of work among Negro farmers in seven states, with

headquarters at Tuskegee Institute. More than 700 Negro agents are working under his general direction. He is one of the most experienced and successful leaders in rural improvement in the United States.

Miss Wrong has been a pioneer in Africa-wide literature and literacy work supported by British, Canadian and United States missionary and certain philanthropic bodies. She is known in government and mission circles throughout tropical Africa. Her assistance and counsel are constantly sought by persons working in this field. A Canadian, educated at the University of Toronto and at Oxford University, Miss Wrong has her office at Edinburgh House, London, and is in close touch with special British developments in Africa as well as with university studies in African languages and cultures. Her books on Africa are widely used in mission circles. In the complex relationships between government and mission and between African and European, her balanced perspective makes her a singularly successful interpreter.

The report of the study set out in this volume is that of the three principals, with advice from the others named. It is now being submitted in its printed form to the missionary bodies concerned with African matters, and it is being put into the hands of government and other persons in Africa, North America, Britain, Scandinavia and continental Europe.

The findings should be of interest and concern to persons charged with responsibility for the development of education of the African people and of harmonious relationships between Africans and non-Africans in the common tasks that lie ahead.

EMORY ROSS

New York, New York
October 9, 1945

PREFACE

DR. EMORY ROSS has described in the foreword the circumstances which led to our undertaking a study of education and agriculture in West Africa and the Belgian Congo. Our objective was to appraise the work being carried on by missions and to indicate lines of advance in relation to all the agencies working for the general development of the people. In the time available it was impossible for us to deal with individual missions and schools on the plan followed by the Phelps-Stokes Commissions in 1922 and 1924; but having in mind the effect of these studies on educational policies and the joint efforts among missions which they were instrumental in bringing about, we attempted to deal with the situation in terms of broad policy, pointing out successful demonstrations as types of effort to be encouraged.

Sound planning by mission bodies takes into account government activities and relationships, particularly as missions are carrying directly, or with government aid, the greater part of the educational program for peoples of tropical Africa. Therefore, although a number of official inquiries had been undertaken in British colonies and plans had been drafted for development in French colonies, it was timely and appropriate to make an unofficial study. This combination of official and unofficial activities encourages initiative and responsibility and creates a wholesome atmosphere of constructive criticism in which sound policies can prosper.

In each territory we were assisted and guided by missionaries who accompanied us and enabled us to confer with Africans in all walks of life. To all of them and to

the many missions which gave us hospitality and assisted with transport, we are deeply grateful.

Our journey was undertaken during the war and would have been impossible without the facilities of transport afforded us by all the governments concerned, American, British, Belgian, French and Liberian. We are most grateful for their generous consideration. We are under special obligation to the British Resident Minister for West Africa and to British and American consulates for their understanding and help. We gratefully remember the kindness and help of district commissioners and native authorities in many remote areas. We wish to express our appreciation for the many opportunities given us for consultation with officials and representative Africans in addition to our conferences with missionaries. When we remember that both governments and missions were understaffed and that everyone was overworked because of the exigencies of war, we are all the more grateful for the courtesy, hospitality and great kindness which we everywhere experienced.

We shall count ourselves fortunate if this study is instrumental in bringing about a better understanding of Africa and in setting forward the efforts of a host of devoted men and women — missionaries, teachers, physicians, scientists, government servants — Africans and Europeans, who are laboring with singleness of purpose for the welfare of the countries we visited.

JACKSON DAVIS, *Chairman*

THOMAS M. CAMPBELL

MARGARET WRONG

I

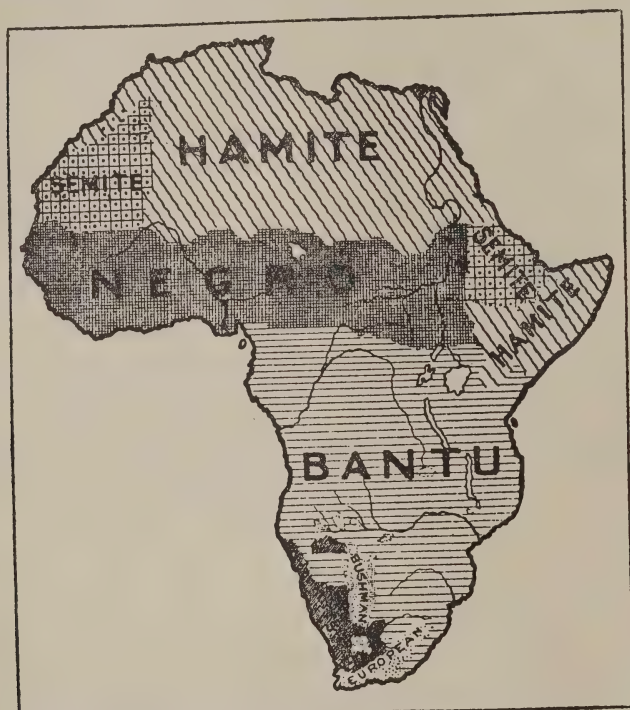
AFRICA TODAY

PROBABLY nothing in the present disturbed international situation has more potentialities for good or ill than the development of the so-called backward or dependent peoples of the world and their adjustment to western civilization. Of all the great areas in the world, Africa has remained the most isolated and least developed. There are many reasons for this: climate, disease, lack of natural harbors, and the Sahara Desert. North Africa was in touch with western civilization, shared in it and indeed contributed vitally to it at different periods; but these influences could extend across the Sahara only by slender threads. Aside from little-known contacts of the ancient world, the chief influence of historic times is the Moslem religion and along with it something of Arabic civilization. This is seen in French West Africa and in Northern Nigeria where schools of Moslem law maintain the learning of Islam.

GEOGRAPHICAL ISOLATION

We owe much to travel and trade, and among reasons for Africa's lack of development are geographical factors which not only have kept out western nations but have limited internal travel. Contacts by sea with the outside world have been difficult for there are few natural harbors and a dangerous surf along most of the West African coast. Even today at Accra and Monrovia, vessels must anchor some distance out and cargo and passengers be put ashore in surf boats. One of the experiences of travelers at such ports is to be lifted from

the deck of the steamship in a mammy chair and lowered into a small boat — a delicate operation in which a false move would result in a ducking. Add to these difficulties of approach what has been commonly regarded as one of the most unhealthy areas of the world, a great stretch of forest and swamp through which road building without modern machinery is most difficult. Lack of com-



Map showing the Approximate Distribution
of the African Races.

munications has limited local travel, thereby preventing the unification of large contiguous territories. As a result, Africans have developed in sharply limited areas and this has emphasized their differences. There are various racial stocks and it is estimated that there are

over 700 different African languages, exclusive of dialects. While some are more important than others, there is no single language in use over a whole political territory or among the larger proportion of the population. Great rivers have played a part both as barriers and as a means of communication. Along the Niger, the Congo and their tributaries, certain tribes depend largely on the river for communication with one another. High mountains, deserts and diseases add to the list of barriers to easy communication.

OUTSIDE CONTACTS

Up to a century ago the contact of West Africa with the western world was largely confined to the slave trade. There was little commercial development except at a few of the coast towns where forts or castles were built to give military security to the traders in their most exposed positions. It must be remembered that slavery existed in Africa from time immemorial, just as it once existed in the western world, and tribal wars played a big part in the capture and sale of slaves.

But along with this contact with the western world at its worst there was a contact at its best: Christian missions undertook to open up Africa and, through religion and education, to establish a regard for humanity that would make the slave trade impossible. David Livingstone was the greatest African explorer and Christian missionary of modern times and his successors have carried on his work. Livingstone not only sought to convert the African peoples to Christianity, but he recognized that the feudal society based on slavery must be displaced by opening Africa to peaceful trade and association with the outside world.

FOUNDING OF COLONIES

Following the work of explorers, there was great European rivalry in taking possession of African territories as colonies and protectorates. Some of this was deliberate, and European nations simply replaced African conquerors and were so regarded by African peoples. But once some limits were placed on tribal warfare and slave trading, peaceful trade began to penetrate into the more remote areas through the use of modern transport. When local warlike tribes broke into a more peaceful group, the tribe attacked often would appeal to the European power for protection. In this way vast territories have come under the control of European powers. Some of this control was established at the invitation of the African people and was exercised with the reluctant consent of many of the citizens of the European powers. For instance, Britain showed no interest in Stanley's efforts to open up the Congo, and King Leopold II of Belgium undertook to develop it as his private estate. In the early growth of the rubber trade, the scandals and cruelties practised shocked the civilized world and led to the taking over of the Congo by the Government of Belgium in 1908. This resulted in a more humane and responsible policy. Missionaries who described the cruel treatment of Africans which they had observed noted that these conditions could exist without the knowledge of the responsible government because local officials were far removed from contact with their superior officers and were surrounded by people who had been accustomed to many barbarous customs.

In a number of areas the British Government was called in to establish order and put down the trade in slaves, and this led to the assuming of control. In Ni-

geria, Lord Lugard marched into the North, fought the slave trade and established order under a protectorate¹ shortly before the war of 1914-1918. Here he developed indirect rule, involving the principle of trusteeship both to the native peoples and to the outside world. Lord Lugard expounded this subject in his book, *The Dual Mandate in British Tropical Africa*, which for the next 20 years was the bible of the British colonial administrators.

THE END OF ISOLATION

Today, the airplane makes rapid transit possible and isolation impossible. Contacts bring new dangers as well as benefits. Yellow fever is endemic in much of West Africa. Here also are some of the worst forms of malaria, to say nothing of sleeping sickness and almost every kind of parasite known to medical science. A few years ago, by fast boat or airplane, an infected gambiae mosquito made the trip from West Africa to Brazil. As a result an outbreak of malaria swept Natal and many other Brazilian towns in the provinces of Ceará, Paraíba and Rio Grande do Norte. The death rate in some places was as high as 60 per cent. The International Health Division of The Rockefeller Foundation, in co-operation with the Brazilian Government, brought to bear on this epidemic the resources of modern medical science. It cost the Brazilian Government, as well as The Rockefeller Foundation, millions of dollars to eradicate the invader from the area. Apparently this was done successfully and just in the nick of time before the mosquito reached the Amazon Valley. Conditions in that vast region are so similar to those of the great for-

¹ An area within the framework of the British Empire where African rulers function with the advice of British officials.

ests of central Africa that, once introduced, it would have been well-nigh impossible to prevent the gambiae mosquito from getting a permanent foothold. The incident illustrates the danger in Africa for the rest of the world. Other disease menaces to plants and animals as well as human beings, exist and must be brought under control or stamped out at their source.

The modern world requires the products of Africa, and Africa needs the techniques and knowledge of the western world. Increasingly, European colonial powers realize that the development of Africa, bringing into the currents of world trade its products, its palm oil, its rubber, its coffee, its tropical fruits, its great mineral wealth of gold, copper, diamonds and tin, can be accomplished only through the development of the people. They must be given the knowledge and the skills of the modern world, and they must have a common body of knowledge on which to base commonly understood values if these are to prevail. Public health requires the intelligent cooperation of all the people; and it is possible, given that cooperation, to keep mosquitoes under control and to insure an unpolluted supply of water; but, to achieve this end, the whole population must be reached, for the majority are at the mercy of the ignorant few who do not understand and will not cooperate in necessary measures.

RAPID CHANGE

It is doubtful if any other part of the world is changing as fast as parts of Africa. Quick transportation, machinery of all kinds, improved control of tropical diseases and better health protection are making possible modern centers for the collection and processing of raw materials and minerals, and for the distribution in Africa of manu-



African laborers at the tin mines in Northern Nigeria, carrying empty head-pans after dumping the contents.

British Official Photograph

A chief arriving at a ground nut marketing conference, Northern Nigeria. A drummer leads the way. Note the flat-roofed mud houses with projecting drainpipes.

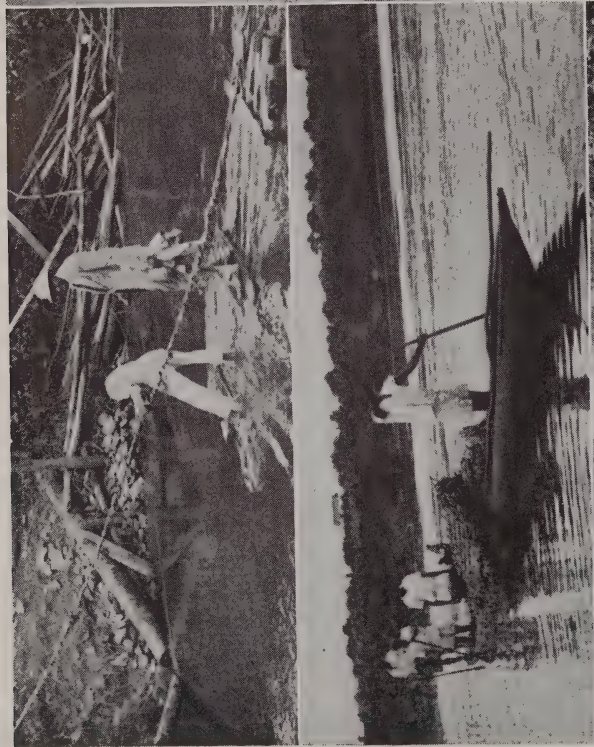


British Official Photograph



Loading surf boats for transfer to a steamer anchored off this harborless West African coast.

British Official Photograph



British Official Photograph

Above: A Nigerian potato farmer, Zaria, bringing a load of potatoes to market. The man wearing the white cap is a trader. Both donkeys and camels are used in Northern Nigeria for transport.

Left: Mr. Campbell crossing a stream in Liberia.

African church workers traveling to villages on the Congo River.

A road in the Belgian Congo.



factured goods from Europe and America. For example, Stanleyville is one of the provincial capitals of the Belgian Congo, situated on the Congo River at the head of a navigable stretch 1,000 miles from Leopoldville. A railroad has been built for about 100 miles around the falls and rapids on the upper reaches above the town, and from there the river is again navigable for a long stretch. Stanleyville is, therefore, a distributing center of increasing importance. From its airport planes go in all directions — to South Africa, to Cairo, to India, to West Africa and to Europe. It is a well-laid-out city with beautiful avenues and houses with modern conveniences. It has a population of 1,100 Europeans and 16,000 Africans. A few old men still remember Stanley when he reached the site of the town in his exploration of the Congo. As late as 1895 there were only two white men living in Stanleyville. Now the city, from its appearance, would not be out of place if set down in sub-tropical Florida.

The war has accelerated change. The use of air transportation has become general. Airports and camps mark the trans-African routes for troops and supplies. The war has also speeded up the output of metals, especially copper, tin and diamonds, for industrial purposes. The mines have required a great increase in labor and they are using some of the most modern equipment. For example, a tin mine which we visited in Northern Nigeria was only one unit of operations employing altogether 60,000 people as compared with 40,000 before the war. At this particular mine there were 150 Europeans, and 20,000 Africans chiefly drawn from the local Pagan people — so-called because they follow tribal cults and are neither Moslem nor Christian. They are a vigorous and intelligent people, many of whom supplement farm-

ing operations by putting in some months at the mines in the slack agricultural season. In one of the pits we saw a huge derrick operating a steam shovel which moved five cubic yards of earth a minute, whereas one man can move only about two cubic yards per day by hand. Many parts of this mine were also being operated by hand labor, the Africans, both men and women, bringing out the earth in receptacles on their heads. The management questioned whether the ninepence (18 cents) a day paid for this unskilled labor was cheaper than the use of the modern machinery. These tin mines have, under pressure of war, had to provide makeshift arrangements for housing and health services, the total result being a strange mixture of modern and primitive practices. It may safely be assumed that increasing mechanization will come, bringing with it the need of more skill and resulting in better pay.

After the fall of Belgium, the Congo, being cut off from the home country, promptly mobilized its military and economic resources and gave great assistance to the United Nations through increased output of badly needed supplies, notably copper, rubber, cotton and palm oil. In order to equip the troops, a cotton textile mill at Leopoldville was greatly enlarged. Cotton raised in the interior was brought down by boat to the doors of the mill where it was spun and woven into cloth for uniforms, tents, medical and hospital supplies of all sorts, as well as cloth for the civilian population.

One result of accelerated development is an increasing migration of rural people to mining and industrial centers. This is particularly noticeable in some of the forest areas. In one Congo village we were told that ten years ago the population was 950, now it is 550. An official in French Equatorial Africa said that in his ex-

perience the more intelligent and vigorous of the forest people left their villages for labor centers where they became accustomed to a higher standard of living and did not return. Those who return are often dissatisfied with rural conditions, and frequently they bring back venereal disease. Dissatisfaction is not so evident in more prosperous cattle and farming areas where a period at the mines is considered by young men as a means of seeing the world and of earning money for cattle or dowry.

This rapid development of the resources of Africa raises problems that are incidental to the drawing of isolated rural peoples into the currents of world production and world trade. Many conditions bear heavily on people even in the remote areas. Fortunately, governments are increasingly alive to the situation and public opinion is sensitive to the necessity of developing broad and effective policies of safeguarding the workers. Here the International Labour Office is a very useful influence in the factual approach it has made to industrial, mining and labor problems, pointing out the international implications of cheap, ignorant and unskilled labor. The increasing number of labor officers in British colonies and the inclusion among them of trade union organizers is an important step in the interest of the workers, as is taxation of mining profits by colonial governments in order that a proportion of profits may be used in the country for needed amenities.

AFRICAN PEOPLES AND THE WAR

While hostilities in Europe began when the Germans marched into Poland in September 1939, history will show that the Italian conquest of Ethiopia, which in turn was inspired by the Japanese attack on Manchu-

ria, was the real beginning of the conflict. The era of colonial conquest was thought to be over and the western world was shocked by this brutal and unwarranted aggression on Ethiopia. The war has produced different effects in different areas. Undoubtedly the attack on one of the two remaining sovereign countries of Africa by a European power did much to encourage the idea of the African, based on the old records of the slave traders, that the white man was in Africa to exploit the black. On the other hand, in territories where European powers had been developing welfare and educational services along with an advancing standard of living, and where transport and trade have been spreading, there was a different reaction. Loyalty is one of the African's finest traits. In the war African units from Belgian, French and British colonies have given striking proof of this.

In the darkest period, when Britain stood alone and the outlook seemed so uncertain, the people of the African colonies never wavered in their support. They contributed funds to aid the war effort and the Red Cross; they carried out agricultural policies and made adjustments in view of the reduced shipping available for the handling of exports, concentrating on the things most essential to supply the United Nations with necessary materials for the war effort. Large numbers of Africans volunteered for the armed forces and African troops in North Africa, Ethiopia, Burma and elsewhere served with outstanding gallantry and efficiency.

The soldiers have learned much. Many who went to the war illiterate have come back literate. They have improved in physique through an adequate army diet and are unwilling to tolerate the inadequate diet in many rural areas. Many have become able mechanics

and drivers. They have had contact with white peoples of other races, including European troops. As they return home they bring with them new knowledge and skills, new aspirations and ideas. Some, of course, are quite willing to settle back into the old life; but numbers will contribute to social unrest unless ways can be found in which they can utilize the skills and knowledge they have acquired and look forward to a higher standard of living in which at least some of the amenities of western civilization are available.

The Allies owe a great debt to the late Félix Eboué. Eboué was a colonial, of African descent, from Martinique. Educated in France, he had entered the French colonial service and proved himself a wise administrator, showing an understanding of African peoples and winning their cooperation. He respected lasting values in their culture and customs and showed firmness in combating abuses. When France fell, he was governor of the Province of Chad in French Equatorial Africa. He declared for Free France, and led the movement which resulted in the adherence of French Equatorial Africa and the French Cameroons to the Allies. He was then appointed governor-general of French Equatorial Africa, where he served with great distinction until his sudden death, probably precipitated by overwork in the cause he had so much at heart. He nurtured spiritual unity with France, realizing that a triumph of the Nazi doctrine would mean enslavement of the African peoples, whereas an allied victory would mean opportunity for orderly and evolutionary progress.

II

LIBERIA

Area: 43,000 square miles

Estimated population: 1,500,000

Europeans: Approximately 1,000

WE¹ ARRIVED at Fisherman's Lake and went on to Monrovia where we were cordially welcomed by the Secretary of Public Instruction, the Honorable J. Edgar Pearson, by the Secretary of State, the Honorable Gabriel Dennis, and by His Excellency, President W. S. V. Tubman. They and other members of the cabinet showed us every courtesy and gave us all possible assistance.

We went promptly to the Booker Washington Institute and conferred with Principal R. L. Embree. We visited all of the schools in Monrovia and went with Dr. Pearson and Mrs. Helen Scarborough, chief supervisor of schools, on a trip to as many outlying schools as time and conditions of travel would permit. Conferences were held with teachers from more distant mission stations. We took a boat up the St. Paul River, going to Bromley, the Episcopal Mission school, stopping to see government schools on the way. From Bromley we went to the school at White Plains and from there to the Lutheran school at Muhlenberg. Next we crossed the St. Paul River and visited the boys' school of the Lutheran Mission. From there we had a difficult journey to Suehn. Several bridges had been swept away during the rainy season and the journey had to be made by car, on foot and by hammock, crossing one of the streams on a raft. We next visited Crozierville, Bensonville, Careysburg, Kakata, Cinta, Weahla and Salala. We later visited the

¹ Miss Wrong was unable to accompany the party on its visit to Liberia.

Johnsonville School and talked with a number of farmers in this community. Mr. Campbell also made several trips with Mr. Charles E. Trout, visiting the experimental farm not far from Kakata and talking with a number of farmers with whom Mr. Trout had undertaken to work.

We had conferences with Mr. Felix Cole at the American Legation and participated in discussions relating to the program of the American agricultural agent in his work among farmers to increase food production. We also called on Colonel W. R. Currie at Roberts Field, having several very helpful conferences with him and also with Captain Faulkner.

Several visits were made to the Firestone Plantations, where we observed the housing and transportation of their workers and discussed the food problems which are very real for a working population of 30,000 people. We observed the experimental work in agriculture conducted by Dr. K. D. McIndoe, head of the Research Department, and his associates. Their work on tropical trees and plants is particularly promising.

DEVELOPMENT OF LIBERIA

The history of Liberia since its settlement by the freedmen of the United States more than 100 years ago has been largely a struggle for survival, but it has been a successful struggle and Liberia will in 1947 celebrate its centennial as a sovereign state. In view of all the circumstances, this is an achievement which deserves every commendation. The early settlers faced hostile native tribes, tropical diseases in some of their worst forms, and an exacting climate with a rainfall of nearly 200 inches per year. In addition, there were no natural harbors on the coast and the surf was heavy and

dangerous. The settlers were without capital for equipment and business, and without the stimulus of easy or frequent contact with other civilized people. Undoubtedly the early settlers of Liberia endured and survived hardships comparable to those of the settlers at Jamestown and Plymouth Rock.

Liberia is situated on the bulge of West Africa, facing the Atlantic on the southwest on the Gulf of Guinea, between $4\frac{1}{2}$ and $8\frac{1}{2}$ degrees north of the equator. It is about the size of the state of Ohio. The coast line is 350 miles long and the interior border is from 75 to 150 miles from the coast. The land rises from the coast in hills and promontories with little low or swampy coastal plain. Cape Mount, at Robertsport and Fisherman's Lake, and Cape Mensurado, the site of Monrovia, are points of great natural beauty.

Back from the coast the land is rolling and mountainous near the border. The mountains rise to a general height of 2,000 feet with some peaks rising still higher. An excessive rainfall has made this broken country a succession of hills and valleys, its streams becoming swollen torrents in the rainy season. The broken character of the country, with innumerable streams, makes road-building a difficult task and soil erosion a serious problem. Most of the land is in forest or bush and susceptible of cultivation except on the steep slopes. It is a laterite soil often with a chocolate sandy loam. Sand and gravel are plentiful, but there is little or no limestone. Agriculture is a struggle with the bush which in the wet season is hard to keep under control. The cutlass and the hoe are the implements most used. Fires, used a great deal in clearing land for rice, save labor but destroy humus and expose the soil to the washing of the heavy rains. Land is regularly abandoned for a few

years at a time so that it may grow up in bush again and build up humus in partial restoration of the loss through burning, washing and cropping.

It must be borne in mind that agriculture in Liberia, as in most of tropical West Africa in the forest country, is conducted almost wholly by hand labor alone. In the strictest sense it is subsistence farming. It is impossible for the men on the land, without the aid of machinery, horses or oxen, to produce any considerable surplus for export or to supply the food requirements of persons in cities and towns engaged in other occupations. For this reason the chief export and market products are the tree crops: rubber, cocoa, coffee, bananas, palm oil and palm fiber. Rice is the principal grain crop, but corn is successfully grown. Cassava and yams constitute an important part of the native diet. Peanuts, sugar cane, sweet potatoes, citrus and many other fruits and vegetables can be grown successfully.

Liberia ever since its settlement has been governed by the settlers and their descendants. The form of government is quite similar to that of the United States, and a visitor is struck by many evidences of the influence of the old South in architecture and in the manners of the people. English is the only language recognized by the Government. The Americo-Liberians, as distinguished from the native tribes, have always constituted a small minority of the population, living chiefly along the coast with the greatest concentration in Monrovia, the capital. They constitute a cultural aristocracy which is in effective control of the Government and of the economic life of the country. Their relationships with the native tribes, both the Krus who live along the coast and the interior peoples, have been a constant source of difficulty and exploitation. In recent years there has been greater

cultural penetration of the native population and more intermarriage among the two groups. The present Government strongly favors the process of acculturation and the unification of the country. Steps to accomplish this through education, the spread of literacy, highway construction and economic improvement, run counter to vested interests that cleverly play one interest and loyalty against another and manage to delay and often defeat measures for the general welfare. This is a condition not peculiar to Liberia but one that exists in many countries of the world.

Fortunately Liberia is thoroughly committed to a policy of general education and has on its statute books progressive laws providing for village schools, secondary schools and for Liberia College. It also has adopted a minimum salary law and has provided for a staff of supervisors to assist the Secretary of Public Instruction. This is an excellent plan but, as the facts will show, it exists as an ideal which has yet to be realized. It is a brave beginning, and the moral significance of having the Government so thoroughly committed to these plans cannot be minimized.

On the other hand there is a wide gap between the official system and the actual practice. In most of the government schools that we visited the teachers were receiving much less than the minimum salary provided by law. While they may not possess the required qualifications, there is too little incentive to the teachers in service to measure up to them. It may be necessary to use teachers who fall short of the standards set up, but nothing would improve the schools so much as putting into effect the requirements of the law and helping the best teachers now in service to complete the needed training. This is a task which the supervisory staff

might work out with plans for special studies during the vacation period. If the Government would give employment at the legal salary scale to teachers completing the courses offered at the College of West Africa, more and better teachers would be graduated.

In 1926 a survey of education and missions in Liberia was made by Mr. James L. Sibley for the American Advisory Committee on Education in Liberia. At that time Mr. Sibley reported that American friends, through missions, were contributing about \$250,000 annually for work in Liberia. The greater part of this money went for education, though a considerable part was spent on health, medical and religious services. He reported that the Liberian Government out of a total annual budget of some \$360,000 was spending \$33,000 for education. Of the latter sum \$10,000 was for the support of Liberia College, about \$8,000 for the expenses of the Department of Education, and about \$15,000 to elementary schools. At that time 96 schools were operated by mission and voluntary agencies with a total enrollment of 5,497 pupils and with 235 teachers, while the Government conducted 56 schools enrolling 3,771 pupils in charge of 63 teachers. In all, 9,268 pupils were receiving some formal instruction.

In 1944 the Secretary of Public Instruction reported a total of 11,722 pupils enrolled in schools of all types. The Government operated 78 schools enrolling 4,591 pupils with 160 teachers, while 109 mission and private schools, employing 209 teachers, enrolled 7,131 pupils. The government budget for education was \$60,000, which included \$12,000 for Liberia College. After defraying the expenses of the Department of Education, clerical and supervisory, there was perhaps somewhat less than \$35,000 available for the common schools. The mission

and private schools, including the Booker Washington Institute, spent the same year an estimated total of \$300,000. The total budget of the Liberian Government for that year was approximately \$1,000,000.

In the 19-year period, while significant gains have been made in the number of children educated and in the public budget for education, the facilities provided represent merely a start in the huge task of educating the children in a country the size of Ohio and with a population estimated at one and a half million.

At the moment Liberia is on a rising crest of prosperity. The income of the Government is now at the rate of \$2,000,000 a year, so that it is reasonable to expect a considerable increase in funds available for education. If the Government should give 10 per cent of its income to education, as in 1926, the amount would be about \$200,000. This, supplemented by the missions' expenditures of \$300,000, would make a total of \$500,000, a relatively substantial sum. Liberia, like all other African territories, could gain by closer cooperation of the Government and missions.

NEXT STEPS IN DEVELOPMENT IN LIBERIA

It is suggested that the mission schools, through an organization to be set up by them, appoint a representative to work out with the Secretary of Education a more effective plan of collaboration. It must be recognized that freedom of religion is not effective without freedom of teaching, and missions, of course, insist upon the ancient right, respected by all liberal governments, of freedom to teach and maintain in their schools and churches the Christian ideals for which they stand. Fortunately there is no conflict on this score in Liberia, for nearly all the personnel of the Government and

business are products of the mission schools, and the country acknowledges, with grateful appreciation, the debt which it owes to the pioneer missionary teachers who have so unselfishly worked with the people of Liberia through its entire history. But it is essential that definite lines of policy be clearly laid down in order to prevent misunderstanding and to bring about the most effective use of all available resources. It usually suffices for the government to adopt certain general standards. In British territories an examination or inspection is often the criterion by which schools or individual pupils are accredited. As long as these larger requirements are fulfilled the mission schools and teachers have complete freedom for the detailed program which seems to them most appropriate.

One of the handicaps to education in Liberia has been the difficulty of travel. Highway construction is removing a good part of this difficulty and it will therefore be possible for the officers of the school system, especially the supervisors, to visit the outlying schools and give them help, equipment and materials which they need. It will also make possible a much closer association of the mission schools, breaking down their isolation and promoting mutual aid in all matters of common policy and interest.

Cooperation with the Government in a program of education has always been the desire of the missions, and the Advisory Committee on Education in Liberia was set up for this purpose. It is believed that a fresh approach might well be attempted at this time, with more active participation by the various missions on the field.

If it does not seem feasible for the Government to give assistance to mission schools, then a differentiation

might be brought about by which the Government could operate the elementary village school and the missions undertake the more advanced work and all special activities, including hostels for resident students.

Some such discussion on the part of mission representatives with the Secretary of Education and his associates would make it clear that all are interested in realizing the following aims:

(1) A program of literacy for all the people of Liberia. In Russia, in China, in Turkey and in other parts of the world, great masses of illiterate persons have within a comparatively short time learned to read and write. The same movement is stirring in Africa, and Liberia will no doubt share in this movement.

(2) Elementary schools in every village. The village schools would not merely make the people literate but would be the means of applying skill and intelligence to the ordinary activities of life; and it would be expected that the people of the community would use the school for all the activities connected with community life, health work, recreation, gardening and home life.

(3) Secondary schools located at strategic centers. Some or all of these schools might well have a simple course for the training of teachers in the last year, for it would be to these schools that Liberia would have to look for an adequate supply of teachers for the small village schools. Students going from these schools should be able to enter Booker Washington Institute for trade, technical and agricultural instruction. Graduates could enter the College of West Africa and Liberia College for higher education.

(4) In order to carry out the above program, it becomes essential to place Liberia College, the College of West Africa and Booker Washington Institute in a posi-

tion to render the service that will be required. This means funds for plant development, laboratories, shops, books and scientific equipment, and most important of all an adequate staff of teachers qualified by training, experience and character to render the appropriate services.

Liberia College is the most advanced institution in the government system of education. With the meagre resources at its disposal it is doing a creditable work. It needs a larger campus with suitable buildings, including a library and science laboratories, and an appropriate staff to realize the program it is designed to carry. This institution has made considerable progress in the past ten years, but the improvement of education in Liberia will immediately increase the demands upon the College. At the time of our visit there were 28 students in the College, three in the senior class. Sixty-six were in the high school department, and 52 in grades six to eight. The College receives \$12,000 a year from the Government.

The Government is already providing scholarships and travel in the United States for a number of selected students. Liberian students might also attend Fourah Bay College in Sierra Leone, Achimota College in the Gold Coast and Yaba Higher College at Lagos. The latter is now offering considerable work in medicine and in technical fields. It would be less expensive in time and money to utilize the existing resources in West Africa to the greatest extent possible and send only mature students to the United States and to European countries for more advanced or highly specialized courses. Cultural contacts between West African institutions cannot fail to be mutually beneficial, and they will no doubt increase as economic and other relationships increase.

Booker Washington Institute had a remarkable origin. This institution is a focal point of all the earlier American philanthropic interest in Liberia as expressed by the colonization societies, the Phelps-Stokes Fund and mission organizations. Mr. J. L. Sibley, who represented these agencies as educational adviser to Liberia, shortly before his death in 1929, enlisted the active interest of President C. D. B. King, who conceived of an institution to serve the practical needs of the people in the back country as well as of the more developed coastal area. This institution was dedicated at a conference of the paramount chiefs which he called together. The Government of Liberia gave it land and provided that government funds should be available for it. The institution has had a struggle. It does have, however, a devoted staff and a modest but effective plant and equipment. During the emergency of the war the people of Liberia have come to appreciate as never before the indispensable services of such a center of trade and agricultural training. The products of its shops, particularly furniture, are in great demand, and boys who acquire the skills taught in the school are in even greater demand. It was originally contemplated that this school should enlist the support and cooperation of missions, of philanthropy and of the Government. Every indication points to the desirability of greatly increasing the scope, equipment and attendance of this institution that holds the key to practical development of the Liberian people through the use of machinery, scientific knowledge and technical skill.

It is to be hoped that the mission boards might now carry out what was originally conceived, that instead of each maintaining an advanced school of this type they

should cooperate with each other at Booker Washington Institute and make one higher institution really effective. It has been suggested that, for example, a church group might erect cottages or a dormitory unit and employ one or more members of the staff. It is obvious that an institution of this type is more expensive than the academic school, because it involves the use of machinery and expensive equipment. The advantages of co-operation are self-evident.

The College of West Africa at the present time offers the best work in training teachers to be found in Liberia. This institution will no doubt wish to continue its present status as a church school, but it might be possible to bring about a clearer understanding with the Government as to the nature and type of courses offered for teachers. It might also emphasize courses for teachers during the vacation season, corresponding to the well-known summer schools in the United States which play such an important part in the training of teachers in service. Whether the College should receive government funds or not could be determined after canvassing the situation and the needs. At this stage it would be better for the Government not to divide its slender resources among too many institutions but to concentrate its efforts on making the three higher institutions more effective in the immediate future. Ultimately, no doubt, Liberia would provide a normal school.

(5) The greater part of increased sums available for education should go to the support of village schools. This can take place, however, only as rapidly as qualified teachers can be secured for them. It is suggested that the Department of Education devise a plan by which aid will be given to local villages for the pay of a teacher if

the village will erect a building and, where necessary, provide a home and satisfactory living conditions for the teacher.

A program of education must be integrated with all other efforts of the state for the welfare and development of the people. Sanitation and health constitute one of the most urgent problems of all tropical countries. The schools can make more effective and supplement in many ways the program of the health department. Teaching aids of various types, simple bulletins, posters, perhaps films, and radio can supplement and interpret the efforts of the health officers and bring about the intelligent cooperation of the people. This is particularly necessary for the protection of the water supply and the use of latrines, the control of mosquitoes and other insects. It is to be hoped, therefore, that the extension teachers now at work in agriculture may suggest the use of both men and women in similar services for work among the adult people in their homes, churches and community gatherings in stimulating community effort to solve the problems of health, sanitation and a better living.

(6) Books and teaching materials in far more adequate measure are essential. During the war there has been an abnormal shortage of books of all kinds due to lack of transport, but in normal times these needs can be met. It is essential that the people, after learning to read, have suitable materials at hand if they are to keep up their reading habits. This offers a field for newspapers, but the schools cannot afford to leave to chance commercial interests such an important matter as the preparation of material. Books and materials that are imported need to be supplemented with material containing more vital information concerning Liberia and

the interests of the people to be reached. Here is an opportunity for the Liberian teachers to prepare and publish suitable material about their own country and about their own special interests which would supplement the usual textbooks.

LIBERIA AND THE UNITED STATES

Progress elsewhere in Africa has been facilitated because of (1) stability of government through the colonial powers; and (2) business capital as well as government expenditures for the development of the countries. The latter, of course, is not possible without the former. Liberia, standing alone, has not had such a relationship and has been handicapped for want of capital. The Government has not had funds necessary to build highways, to develop water transportation and water power, or to build harbors. The Government of Liberia in practice has had frequent changes in personnel and policies, resulting in an element of uncertainty which is unfavorable to any long-term development. In other words, the rapid progress of some of the West African territories has been due to the cooperation of Africans and Europeans under the pattern that has developed and has given stability to basic economic and commercial relationships for a long period of years.

In both world wars Liberia has drawn much closer to the United States. In the 1939-1945 war the cooperation of Liberia in supplying air bases and other essential needs and services was an important factor in safeguarding the Allied hold on North Africa. The increasing production of rubber and other tropical products, and the overseas terminus of the Pan-American Airways at Fisherman's Lake are commercial developments of significance to both countries.

The traditional friendship of Liberia with the United States is now taking more concrete forms of expression and the United States Government is giving assistance for the development of the country. Particularly promising are the present construction of highways, the harbor and port facilities at Monrovia, and the public health program under the direction of Col. John B. West. The Firestone Plantations represent the most substantial economic development of Liberia in all its history. The officials of this company are as competent and cooperative and as socially minded as any group of modern businessmen. The company has built schools on four plantations and provides books and equipment and the salaries of the teachers, who are approved by the Department of Public Instruction. This will be a one-sided development unless something comparable is done to improve the native system of agriculture. Much of the social progress in the Gold Coast and Nigeria has been due to farsighted plans to develop native agriculture — the introduction of cash crops such as cocoa, and the improvement of production and handling of palm oil and other products of these countries. Natural resources of Liberia lend themselves to a similar development.

The country cannot support an adequate system of education until it has greater economic wealth. On the other hand, it will not achieve greater economic wealth until the people are educated and learn to use modern science and technology in industrial fields and in health, government and welfare. The improvement of agriculture offers the most immediate and direct method of improving the nutrition and standard of living of the people. The United States Government has undertaken some immediate steps to assist with this situation, and

they represent a very useful approach. At the time of our visit, Mr. Charles E. Trout was just getting started in his program of working with the farmers of Liberia, stimulating their production of food crops somewhat after the plan followed by the Agricultural Extension Service in the United States.

Representatives of the Foreign Economic Administration have visited Liberia and have supplemented this work. The response and cooperation of Liberian people has been gratifying. The budget of the Department of Agriculture has been substantially increased. There are now six successful farmers working as local agents. They travel about and help to spread the best farm practices and make available to the farmers seed and plants of the best varieties. These six persons are further supplemented by four agricultural aides who have been provided under the cooperative program of the Foreign Economic Administration. This is a good beginning of an educational movement that has great possibilities for the improvement of agricultural practices and the cooperation of farmers in growing uniform and standard varieties of products and in assisting each other in getting their products to market. Such a movement may be expected to stimulate the desire for better village schools and the use of the school as a center of community activities, promoting mutual aid in home and farm improvement.

Tropical agriculture presents many baffling problems, but Liberia might draw on the experience of Sierra Leone, the Gold Coast, Nigeria, and other West African countries of somewhat similar soil and climatic conditions. The Research Department of the Firestone Plantations represents a significant approach to many aspects of tropical agriculture. The system of agricultural

education needs to be soundly based on knowledge of what is practicable and likely to succeed. A long-term program of agricultural development needs to be built upon a scientific appraisal of the conditions and possibilities of the country. A study of this type should be made by at least three persons, experts in their field: one in soils, one in plant pathology and one in animal husbandry.

The United States could give great assistance to Liberia and hasten its educational development by providing aid over a period of ten years or more. The nature of the problem would make any short-term efforts disappointing. This assistance might well take the following forms: (1) Capital sums for building up a few key institutions and funds for supporting them over a period of not less than five years and preferably ten. These key institutions are Booker Washington Institute at Kakata, Liberia College and the College of West Africa at Monrovia. Assistance on a somewhat smaller scale might also be given to the following mission schools for supplying teachers: Muhlenberg, Cape Mount, Ganta, Suehn and possibly a few others. (2) Temporary aid to stimulate the erection of village schools and temporary aid for the pay of qualified teachers.

These suggestions are based on the remarkable success achieved in the southern United States by the cooperation of private funds in stimulating public education. The Rosenwald Fund assisted in the building of 5,000 schools. Most of the funds were put up by the people, but the offer of outside aid hastened the building of the schools and also insured a good type of building. Temporary assistance from other funds accelerated the establishment of high schools, many of which maintained departments for the training of teachers. In the

southern states these funds were given on the recommendation of the State Agent for Negro Schools. The State Agent was always a competent and experienced school administrator. His salary was paid by the General Education Board, but he was appointed by the regular state authorities. The man did not have to worry about his position as it was not a political appointment and he did not go out of office when there was a change in the public administration of the state.

Such a stabilizing influence would be one of the most useful features of such a plan. The Cultural Relations Division of the United States Department of State has already made use of the Phelps-Stokes Fund as an independent agency to sponsor and handle the agricultural project and the project for substantial improvements at Booker Washington Institute. A modest fund spread over a period of years might work a vast improvement. The two main points in any plan of effective aid are: (1) a consistent plan followed over a period of years; and (2) handling of funds by competent persons with a large measure of discretion, and free from political control. In British territories, money allocated from the Colonial Development and Welfare Fund will not lapse at the end of the year but will remain available until the country can use it. Most important of all, the expenditures are in the hands of trained civil servants who are always men of integrity and usually men of high ability.

The above suggestions are offered as practical ways of cooperation between the United States and Liberia. They would show the appreciation of the United States for the assistance of Liberia in the war and give substance to the desire of the two countries to work together in the future. They would also constitute one of the most appropriate ways of recognizing the centennial of

Liberian independence. The outcome of such plans rests largely on decisions that must be taken in Washington and in Monrovia and is subject to many uncertainties. We can think of no better way in which the two countries could collaborate than in hastening the spread of literacy throughout Liberia and developing the more important central schools for secondary and higher education. Such a program of general education, supplemented by the extension work already initiated among farmers, would give substance and reality to the economic independence of the people, improve their standard of living and enable Liberia to develop and play its part on equal terms with other West African countries.

III

THE BELGIAN CONGO

Area: 918,000 square miles

Estimated population: 12,000,000

Europeans: Approximately 35,000

THE territory is divided into four provinces: the Congo-Kasai (capital, Leopoldville), the Equatorial Province (capital, Coquilhatville), the Eastern Province (capital, Stanleyville), Katanga Province (capital, Elisabethville); and, in addition, there is the mandated territory of Ruanda-Urundi (capital, Astrida).

Leopoldville, the capital of the territory, is a city of some 50,000 inhabitants, of whom over 5,000 are Europeans living in a quarter of the town with modern dwellings and public buildings, large stores and cafés, parks, a zoo, and wide, tree-lined streets. There are schools, under a Roman Catholic order, for European boys and girls, and enrollment was greatly increased during the war. Medical research and a school for training African medical assistants are housed in excellent buildings. The African quarter is laid out in plots along shaded roads and the buildings vary in type from European to African styles of domestic architecture. Big cotton mills and shipyards building boats that ply the 21,000 miles of navigable waterways employ both Africans and Europeans.

Leopoldville, like Elisabethville at the heart of the copper mines, illustrates the rapid industrial development by European interests since 1910. Today there are in the territory 7,000 commercial, industrial and agricultural enterprises, half of which are Belgian firms.

Employment is being given to an increasing number of Africans who are acquiring the requisite skills. The textile mill at Leopoldville is an example of this process, as is a technical school operated by a Roman Catholic mission which is training Africans as motor mechanics and craftsmen. Industrial development, and the demands for labor it involves, must always be kept in mind in assessing educational policies and programs for the African population.

Consultation about rural education with officials and missionaries revealed that villages are being denuded of able-bodied men who go off to work on plantations, at the mines or in the towns. Many schoolboys who go to schools on central mission stations do not intend to return to their villages. A woman near Stanleyville had seven sons educated at the Baptist Mission station of Yakusu, all of whom were away working with companies or in the towns. Some of the forest people are reluctant to send their children to school because they say they will not return to the villages.

Leopoldville, like most other administrative headquarters of West African colonies, is far from the geographical center of this great territory, being situated on the Congo River above the cataracts where the navigable system of internal waterways begins. It is connected with the Atlantic coast by a railway through hilly country where the Congo makes its steep descent to the sea. The Belgian Congo has only a narrow outlet to the Atlantic at the mouth of the Congo between Portuguese West Africa and French Equatorial Africa. There are four Belgian ports, the one furthest up the river being Matadi, built on rocky hills overlooking a good anchorage. It is clean and well planned, and study of the management of the port might repay authorities

responsible for ports in some other parts of West Africa. One of our number visited the Swedish Mission at Matadi, which, in addition to many activities, including the operation of a large press, welcomes missionaries in transit.

The huge equatorial forest of the Congo basin is intersected by many rivers, providing a system of inland waterways. To the north of the equatorial forest are uplands between the Congo and the Nile, to the east are the mountain ranges bordering the lakes of the Great Rift Valley, while to the south is the Katanga Plateau with its rich mines. The Congo is a territory of many natural resources, including palm oil, palm kernels, cotton, coffee, cocoa, rice, ivory and rubber. Mining development is extensive and includes copper, diamonds, gold, tin and uranium. Of some 35,000 Europeans the larger number are in the mining area and in the Congo-Kasai Province. The majority of the African population is of Negro or part Negro stock, varying widely in customs and development. In the primeval forests to the north are Pygmies, and in the uplands are Sudanese Negroes; there are also some Hamitic people to the northeast. Over 200 languages are spoken, 50 of which are understood over wide areas and three of which are widely used.

Protestant missions have been the pioneers in modern missionary endeavor. David Livingstone was in the Congo in 1854. Between 1878 and 1890 the British and American Baptists, the American Presbyterians and the Swedish Mission had established work covering wide areas. Other missions followed in rapid succession until today over 40 Protestant missions are at work in the territory, the majority being from North America.

Modern Roman Catholic mission work was started in

1888 and there are now 21 congregations with a European staff exceeding that of the Protestant missions. The Government gives financial assistance to the Roman Catholic missions, which rank as national missions. With the exception of the small Belgian Mission, Protestant mission schools do not receive grants-in-aid from the government Department of Education.

The health problems of the country are many, and both Roman Catholic and Protestant missions have health services which supplement the work of the Government. The Protestant missions have established 71 hospitals and dispensaries, 41 rural dispensaries and 30 leper colonies, and have on their staffs over 50 medical men and about 100 European nurses. Missions are training African personnel, some of whom are sent to Leopoldville to take the government course for medical assistants. Grants-in-aid are given to some missions for training dispensers and for inspection and treatment of sleeping sickness.

We had the opportunity of visiting three of the mission hospitals: Sona Bata, under the American Baptists in the Lower Congo; Yakusu, under the British Baptists on the upper reaches of the Congo; and Tunda, under the American Methodists in the southeast. They are training medical assistants, male and a few female nurses and have large in- and out-patient departments. In discussion with some of the medical missionaries, the need of a mission medical school was mentioned.

Except in the big towns, mission work is carried on from central stations serving large districts. The British Baptist station at Yakusu, for instance, is in touch with some 150,000 people. We saw some of their schools and village dispensaries on our trip of about 75 miles down the river to the government agricultural research sta-

tion at Yangambi (see page 112). Distances between stations of the same mission are sometimes 100 or more miles. In addition to Yakusu, we had the opportunity to visit the following central stations: Sona Bata (American Baptist Mission); Bolenge (Disciples of Christ Mission); Tunda and Wembo Nyama (American Methodist Mission).

These visits gave us a glimpse of manifold activities and made it possible to confer with European and African staff and to share, for all too brief periods, in the life of the stations. Educational questions were much discussed, as was the provision of books in African languages and in French. The quality of the educational work of missions varies and there is as yet no provision for advanced education. Appointment of missionary advisers on education for provinces was strongly urged in some discussions, as well as the further use of visiting teachers. Sona Bata, for instance, has a central school to which pupils are sent from 230 village schools, and it is also in touch with 45 church centers. A trained African worker, with headquarters there, travels from village to village, usually spending a week in each, helping the local teacher-pastor with reading and simple teaching materials, with gardening, distributing seed and plants of good varieties, and helping the people with their food and health problems. He is doing the work of a Jeanes visiting teacher.

We also visited Kimpese in the Lower Congo, a training institution for church workers and teachers jointly supported and staffed by the British and American Baptists and by the Swedish Mission. Besides the primary and elementary work of the lower grades, the school offers more advanced courses for teachers and ministers. In addition to the shops where they learn to

do skilled work with tools and simple machinery, the school has an excellent farm. On this farm some of the best fruits and cover crops are grown, and the best practices for checking erosion and maintaining soil fertility are taught, both by precept and example. The students learn good practices in the cultivation of food crops. They use the best varieties of seeds and plants and take these to the communities to which they afterwards go. Many of the older students are married. Each family lives in a small but neatly furnished house of the type that could be duplicated in any village. Each has a sanitary latrine and a poultry house with a good breed of chickens, and each family has a plot of land on the school farm where they raise food crops. There is friendly rivalry as well as mutual aid in time of need. The wives come to special classes arranged for them and learn from the doctor and nurse the essentials of child care, cleanliness and sanitation, and the preparation and cooking of food with simple native equipment. The whole community is going to school and learning to improve the standard of life. Religious teaching as well as the regular classroom work has a practical expression in home life and in community relationships.

At Kisantu we visited the agricultural school operated by a Roman Catholic mission with government aid, and conferred with members of the staff. The program comprises the primary school of five or possibly six years, then the middle or secondary school of four years, with a two-year practical course added, one of these two years being spent in work on the farm. The program represents an excellent combination of theory, laboratory work, experiment and demonstration on the school plots and on the larger farm. We observed its good influence in some of the smaller schools of the district.

Time spent in Leopoldville enabled us to see the urban work of the American and British Baptist missions and of the Salvation Army. We attended services held in different African languages, visited schools, and discussed with missionaries work among peoples coming from remote rural areas into the life of a modern town.

At Leopoldville there are a number of inter-mission activities. The headquarters of the Congo Protestant Council are here. Its secretaries, the Reverend H. W. Coxill and Dr. George W. Carpenter, arranged numerous official interviews and one or other of them accompanied us in our travels. The Union Mission Hostel at Leopoldville, managed by a competent African, houses missionaries in transit to and from their stations. The *Congo Mission News*, and the small paper in French, *L'Evangile en Afrique*, are published there. There is a flourishing bookshop. The demand for reading matter is so great that the cooperating missions are planning to supplement the output of mission presses by establishing a Union Mission press, requiring an expenditure of \$100,000, of which some \$75,000 is in sight.

Soldiers of the Belgian force were being demobilized during the period of our visit. They were taking back to their villages new experiences, ideas and skills. They had become accustomed to a higher standard of living and many had learned to read. Contacts with the outside world are producing questionings and new ambitions among them, and among African clerks in the towns. The development of transport by river, road, rail and plane means that today no area is completely isolated and that the life and aspirations of the most remote tribes are affected.

IV

FRENCH TERRITORIES

FRENCH EQUATORIAL AFRICA

Area: 961,200 square miles

Estimated population: 3,423,000

Europeans: Approximately 4,500

FRENCH EQUATORIAL AFRICA is made up of four provinces: Gabon and the Middle Congo, in the belt of equatorial forest, and Ubangi-Shari and Chad, where forest gives place to savannah. The Congo and the Ubangi Rivers on the eastern boundary adjoining the Belgian Congo provide great waterways, and there are other rivers which flow into the Atlantic or Lake Chad. There are no important mountains and none of the wooded ranges rises above 3,000 feet.

The population is small, two thirds of the people being in the northern cattle-raising provinces of Ubangi-Shari and Chad, and one third in the forest country, which is rich in timber, palm products, rubber and ivory, although sparsely settled. The most backward tribes are found in the forests, where there is much disease, and malnutrition resulting from little meat and no milk. According to an inspector of education, young men of enterprise tend to leave the forest and do not return.

Across Stanley Pool from Leopoldville is Brazzaville, the administrative headquarters of the territory. Unfortunately we were unable to travel in the provinces but made several visits to this pleasant town, consulting with missionaries of the Swedish Mission and with some officials. The hospitable mission house of the Swedish Mission is headquarters for extensive work radiating out from twelve central stations with a staff of 140 mis-

sionaries and many African workers. The main field of activity is the Lower Congo. Mission schools which conform to government standards have recently been given grants-in-aid. The Mission has numbers of schools for religious instruction in which African languages are used; these are not recognized as part of the government educational system. We visited the French-medium elementary schools of this Mission in Brazzaville and were entertained by the children with songs and recitations in French. Mr. Campbell delighted them by singing Negro spirituals. The Mission has extensive medical and industrial work. We saw its large industrial school, situated on high land outside the town. A sample of their fine cabinet-making is seen in the furniture of the house built for General de Gaulle which overlooks the cataracts of the Congo River. We also visited some of the government schools, to which pupils selected from the different provinces are sent for the most advanced training the territory can offer. They come from regional schools, the pupils of which have, in turn, been selected from village schools, following the French government policy of creating a cadre of African élite. In all these schools French is the sole language of instruction.

In the government technical school some illiterate African craftsmen were working at their crafts side by side with pupils doing the full technical course. The young Frenchman and his wife in charge of the pottery section were also trained musicians and had been sent by the late Governor-General Eboué on an extensive tour with the object of studying African music. We spent a pleasant afternoon at their bungalow hearing of their work.

The estimated school attendance of some 30,000 is a small proportion of the child population of the territory,

12,000 of whom are in the Lower Congo, in which area Brazzaville is situated, where the work of the missions is more extensive and well established than in the interior.

Some of the difficulties of inspecting village schools in the forest country were described to us. Transport, save by river, is difficult, for roads are few and are quickly overgrown, and marshland and streams complicate construction; malaria is general, and lions and other big game may attack the traveler. The odyssey of a journey of some 10,000 miles, recounted to us by the Inspector General of Education, illustrated the hazards and difficulties of carrying out the ambitious educational program put forward at the recent conference at Brazzaville. This conference set as a goal provision of schools for every village with 50 pupils and the enrollment of 500,000 children in government schools in 15 years. Training of the necessary teachers for staffing such expansion presents great problems.

Both in the debates of the Brazzaville Conference on assimilation of the people to French culture and in conversations with French officials, there was some evidence of the conflict described by René Maunier, who wrote: "We have two demons fighting within us: we are saturated with liberalism . . . we are also saturated with a proselytizing spirit . . . we sometimes realize . . . how necessary it is to respect and preserve native customs . . . sometimes we are possessed of the other demon and wish to assimilate the people of the colonies, to make Frenchmen of them." The policy of assimilation is official, but together with it goes the plan to give the people knowledge related to their life and needs. Emphasis on indigenous crafts and on the study of African customs is not lacking, though the predominant

note is the creation of an African élite who shall be French citizens of greater France.

FRENCH CAMEROONS

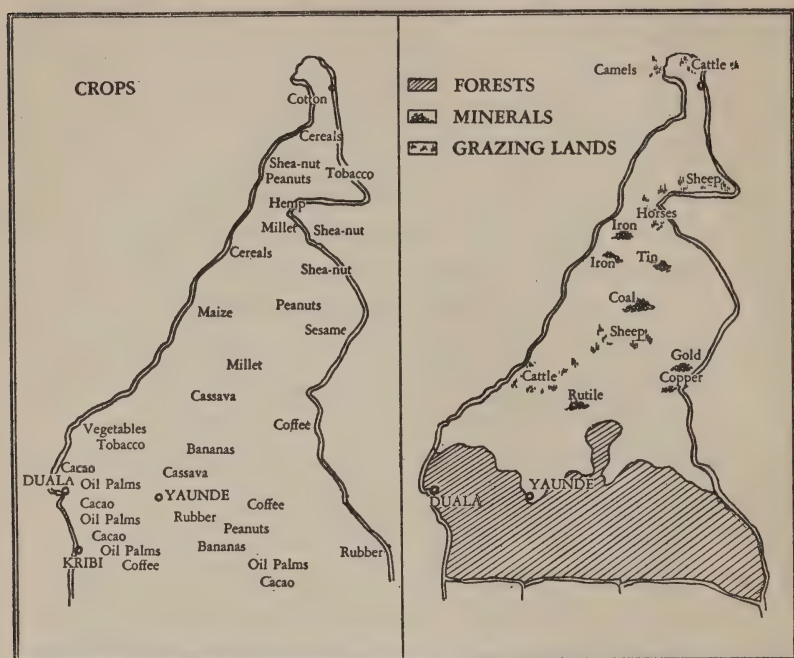
Area: 162,900 square miles

Estimated population: 2,341,000

Europeans: Approximately 3,000

Douala, the main port of the French Cameroons, is a busy town which bears the marks of its development under German rule before 1914. It is a gateway to a varied and beautiful territory stretching from the Atlantic to Lake Chad. From Douala a railway line goes to Yaoundé, the administrative headquarters of this French mandate. Another railway line across the river climbs into the mountainous country bordering the British Cameroons. Mount Cameroon, an active volcano rising to over 13,000 feet in the British mandate, towers above the lesser peaks of 3,000 to 7,000 feet. The coastal belt of equatorial forest is narrow and soon gives place to the much larger area of fertile uplands and hills. From this plateau there is a steep drop to the Benue River, north of which a vast plain, broken by a mountain range and some isolated peaks, extends towards Lake Chad. From the well-watered highlands, rivers flow to the Atlantic, the Congo, Lake Chad and the basin of the Niger, but navigable stretches on these waterways do not go through to the sea, so that their use is limited to local transport. Climate varies from the humid and trying heat of the coastal belt to the bracing coolness of mosquito-free districts in the highlands and the dry heat of areas near the desert. Products are as varied as the climate. In the highlands there are European farms, and in the tropical belt the Germans had

developed banana plantations in both the British and French mandated areas.



French Press and Information Service

The population is unequally distributed over the territory at a density varying from ten per square mile in the forest areas to 51 per square mile in the uplands. The African peoples are varied and speak many languages. In the south are Bantu, with widely differing customs, those in the highlands being hardy and progressive. In the forests there are some Pygmies. On the northern plains the Fulani, a pastoral people, have spread over large areas; they came from the banks of the Niger more than a century ago, conquering the tribal people, some of whom took refuge in mountainous and inaccessible country. In the extreme north there are some Arab tribesmen who, like the Fulani, raise cattle and sheep.

Among the tribal people there are a variety of cults which are breaking down as contact with the outside world increases, and Christianity is spreading rapidly. The Fulani and Arab peoples of the north are Moslems, organized in states under strong civil and religious authorities, and the faith of Islam is spreading among tribal people in contact with them. As is usual in French colonies, chiefs are salaried agents of the French administration.

There is a long history of Christian missionary endeavor among the tribal peoples. At Douala a large church was being built to commemorate the arrival in the country almost 100 years ago of the Baptist missionary, Alfred Saker. The Protestant churches in the town have strong African leadership and many activities. The French Evangelical Mission has a supervisory relationship to these churches dating from the war of 1914-1918 when they undertook responsibility for the work of the German missions.

The main Protestant missions are the French Evangelical and American Presbyterian. Some idea of the extent of their educational work may be seen from the following summary. The American Presbyterian missions enroll 87 students in the normal school, 12,655 in the grade schools and 29,559 in the vernacular village schools. The French Protestant missions have 45 students in the normal school, 750 in the girls' school at Douala, 7,000 in grade schools and 22,000 in vernacular village schools. African languages are used in the lower grades of elementary schools, unlike those of French Equatorial Africa where French is the sole language of instruction in accredited schools. The Government gives grants-in-aid to accredited mission schools. The Presbyterian and French Missions, with the interest and en-

couragement of the Government, are about to embark on the founding of a joint higher college. It will be the main center of higher education for a wide area, and may attract students from the Belgian Congo in the absence of any institution of similar scope in that territory.

The greater part of the work of the French Mission is in the highlands. We visited their stations at Ndoungé, Bafousam and Ndiki; also their mission hospital at Bangwa, in the mosquito-free highlands, which is directed by a young French doctor who has gathered around him a staff of loyal and capable African assistants, and to which people come from long distances, even traveling up from the coast. At Ndoungé there are an industrial school, provisions for teacher training, and a dispensary; and plans are being matured for a Bible school and for training in agriculture. Also at this station is the one small printing press of the Mission. We discussed there the necessity of a more adequate supply of literature and the need of a larger printing press.

At the time of our visit the staff on all stations was seriously depleted and very tired. There were many personal anxieties, for some had had no news of relatives in France for years. We were impressed by the amount of work being done on limited means and by the cheerfulness, faith and devotion of the missionaries. The aid given to the Mission by the Orphaned Missions Fund of the International Missionary Council has borne fruit a hundredfold.

The American Presbyterian Mission was established in 1889 when the Cameroons was under German rule. Its only urban station is at Yaoundé, other stations being centers for work in large rural areas. We visited stations at Bafia, Yaoundé, Metet, Foulassi and Elat, and had discussions with African staff at Foulassi and

with missionaries gathered for the annual meeting at Elat. The influence of the Mission's industrial work is seen through the countryside in the great churches and improved housing, in the making of wicker furniture, carpentry and other crafts. The mission printing press at Elat has been a pioneer in publications in the African languages of the territory. The Mission is also a pioneer in hospital and leper work. Welfare clinics have appreciably lowered the infant mortality rate in some districts. The importance of more emphasis on agriculture was mentioned by one missionary. He was experimenting in keeping a herd of cattle in a tsetse fly area and was anxious to know about similar experiments in other parts of West Africa.

We discussed government education policies with some French officials. In 1944 there were 29,000 pupils in government-accredited schools, and 105,000 of various ages and standards in non-accredited or "bush" schools. The goal is to have 375,000 children in school in 15 years. To implement the proposed expansion of education through the French West African colonies, it is estimated that 200 to 250 teachers a year must be recruited in France and that there must be greatly extended facilities for training African teachers. The necessity of financial aid from the metropolitan government for this program was recognized.

At Yaoundé we visited a number of government schools, including a boarding school for half-caste children. In Douala we visited the government technical school for boys, with its fine buildings and equipment, and the most advanced school for girls, modeled on a French institution and excellently housed. At Dschang, in the highlands, a French administrative officer showed us the regional school for boys, with its good buildings

and farm from which profits in crops raised by the boys go to the school. He also took us to the site of a regional school for girls, and discussed the curriculum, which he thought should be closely related to the life the girls would lead in their home communities. He doubted the wisdom of the educational policy in the higher school for girls at Douala because it divorces them from their communities, although it is in keeping with the aim of developing an African élite. We also visited the Government Agricultural Experiment Station where much work is being done on the production of quinine (see page 113). The scientist in charge was much interested in the possibilities of cooperatives. There was no doubt about the enthusiasm of officials we met regarding the education of the people, and we had plentiful evidence of a friendly attitude to the educational work undertaken by Protestant missions.

The stage seemed set for advance in a number of intermission activities. A Federation of Protestant Missions of French Equatorial Africa and the French Cameroons has been formed; plans for a joint higher college are made; there is agreement on the need of more literature and better production and distribution facilities. The time would seem ripe for joint consideration of the approach to the rural community and emphasis on agricultural training at various levels.

V

BRITISH TERRITORIES

NIGERIA

Area: 372,599 square miles

Estimated population: 21,261,000

Europeans: Approximately 5,400

NIGERIA is the largest of the British West African colonies, being about four times the size of Great Britain, or the size of the states of Texas and New Mexico put together. It includes the Colony, which consists of the capital city of Lagos and a small adjacent area, and the Western, Eastern and Northern Provinces. European contact began in the fifteenth century when Portuguese explorers reached the coast, followed in the sixteenth century by trade in produce and slaves. Up to 1890 comparatively little was known of the interior of swamp and forest, but in the north there had been traffic for generations by caravan routes across the Sahara. The great city of Kano, with its walls some 14 miles in circumference, is still a center where camel caravans from across the desert meet the railway from the coast. Northern Nigeria was amalgamated with Southern Nigeria in 1914. On the eastern boundary is the mandated territory of the British Cameroons which is administered as a part of Nigeria.

On the Atlantic coast is a belt of swamp and mangrove forest from ten to 60 miles in depth, intersected by streams of the Niger delta and by a number of rivers and creeks. Beyond this is a zone of 50 to 100 miles of tropical forest which gives place to parklike land and river courses edged by forest trees. Beyond this again is an undulating plateau of savannah country from which rise

rocky heights of from 2,000 to 6,000 feet. Further north, grass and scrub merge into the desert. The Niger River describes a huge curve through the country; flowing into it is the Benue, the second most important river, which rises in the Cameroons. Palm oil, palm kernels, valuable timber and cocoa are produced in the south. In the British Cameroons there are banana and other plantations started by the Germans when the territory was a German colony. In the north, ground nuts are an important crop, cattle and sheep are raised and mixed farming is spreading. During the war piggeries and a dairy industry have been developed on the plateau. There are coal mines east of the Niger and tin mines on the northern plateau which have increased their output considerably during the war.

Nigeria is the most populous of British African colonies, having double the population of Canada. European residents consist of government officials, missionaries and employees of mining and commercial concerns, who, as in other British West African colonies, are there temporarily. The people of Southern Nigeria are of predominantly Negro stock and of many different tribes. Two of the largest groups in Southern Nigeria are the Yorubas, west of the Niger, and the Ibos, east of the Niger. West of the Niger there are a number of powerful chiefs, ruling highly organized states. In the north, the Hausa and Fulani people conquered the tribal inhabitants and set up great city states under Moslem rulers. These succeeded Negro Moslem empires of the late Middle Ages, where trade and the learning of Islam flourished and contact was maintained with Europe and the Near East across the Sahara and up the Nile. Today many of the Pagan tribal people live in the more mountainous and inaccessible regions of the north; they also

spread over the northern plateau. They are skilled agriculturalists and hardy, many regarding clothing as unnecessary. They show an increasing interest in western education and skills.

Before Europeans came, the whole land, north and south, was populated by a tough and vigorous people who had developed their own system of government and agriculture. The smelting of iron ore and working of metals were done with skill, cotton was spun, woven and dyed in many fine and intricate designs, leather was worked, pottery and baskets were made, and in both north and south there was a highly organized system of internal trade with many great markets. In the south, buying and selling was, and is, conducted in the main by women traders. In both north and south there are towns of considerable size which existed long before the coming of Europeans. War, conquest and slave trading used to go on between the various states.

Traditional rulers, with their councils — known as native authorities — continue to rule states which vary in size from some thousands to some millions of people as local government units. The systems of government vary, ranging from the great emirates of the north administered according to Moslem law, to highly organized kingdoms and small tribal groups in the south. In general, the native authorities manage the land on behalf of the community according to traditional systems of tenure. In return, the people used to give service and paid various dues, which are now being replaced by taxation. The states obtain fees from courts and markets, and some royalties from mines and timber. From these revenues funds are provided to build roads and water supply systems, markets, schools and dispensaries, and to pay the salaries of the councillors and

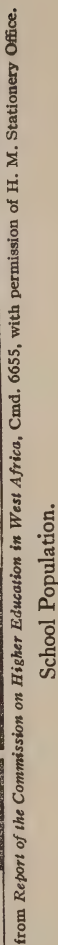
officials. When the authority is a large one it has been able to take over many local services. Kano Administration, for example, in one year of the war was able to undertake work for the Army and Air Force to the extent of £1,000,000.¹ In the case of small authorities, however, revenues are limited and scarcely meet the salaries of their officials apart from needed local services.

The central government in each British territory is organized on the same pattern. The governor is head of the Administration which is represented through the country by district officers. There is a legislative council, part nominated and part elected, on which sit Africans and Europeans. There are a minority of Europeans and a large number of Africans in the civil service. The various branches of the service are being increasingly staffed by Africans.

Western education has spread rapidly in Southern Nigeria. There are African civil servants, doctors, lawyers, teachers, bishops and clergy, who are graduates of British and American universities. Some Africans with western education deplore the conservatism of native authorities and press for doing away with them and replacing them with western forms of government controlled by western-educated Africans. In Northern Nigeria there are growing settlements of southerners who take posts the northerner is not yet educated to fill. They are not always welcomed by the northerners, who regard them as foreigners. In the south there is an African-owned and edited press which enjoys freedom of expression.

The spearhead of modern education has been the missions. The Church Missionary Society began work in

¹ *Report of the Commission on Higher Education in West Africa*. Cmd. 6655, H. M. Stationery Office, 1945.



School Population.

Nigeria in 1845. The first African bishop to be appointed by the Anglican Church in West Africa was Bishop Crowther, a Nigerian who had been educated in Sierra Leone and Britain. There is now a strong church, staffed by European and African bishops and clergy. The Society is responsible for hospitals, health centers and leper colonies, printing presses and bookshops and extensive educational work. Awka Training College, besides training ministers and teachers, is providing leadership in extending good agricultural practices over a wide area. The Church of Scotland Mission began work in Eastern Nigeria in 1846 and has many fine village schools as well as higher institutions, and one of the pioneer leper settlements. Teachers and students met us at a number of places to discuss education, and one group of men and women traveled up the Cross River by launch in order to meet us and discuss literary work. The area served by this Mission includes a densely populated region in which there is a school in nearly every village. Hope Waddell Institution at Calabar is the largest and most important training center of this group. The American Baptists began work in 1850 in Southwestern Nigeria. They have extensive educational and medical work and are doing important pioneering in education among village women. We visited their work in Lagos, Abeokuta and Iwo. The Qua Iboe Mission began work in Eastern Nigeria in 1887, and the English Methodists in 1893. The Methodists have stations both east and west of the Niger, including village and more advanced schools, training colleges, hospital and leper work, and a bookshop east of the Niger. We visited their college at Uzuakoli and the large leper settlement near by. Roman Catholic missions of

recent years have entered on an era of widespread development.

The extent of missionary activity in education is illustrated by the fact that of 350,000 children in school, 320,000 are in mission institutions. In big southern towns a high percentage attend school, while in southern country districts only 17 per cent have any schooling, and in Northern Nigeria attendance is 2 per cent or less.

In the north the network of mission schools found in the south is lacking. The population is predominantly Moslem, and there is widespread prejudice against the education of girls. There are some 33,426 voluntary Koranic schools, with 183,374 pupils who learn to repeat portions of the Koran. In addition, there are a few schools of Moslem law. The Church Missionary Society in 1905 established work in the town of Zaria and now has church, hospital and schools outside the town wall. We had some consultation in the north with missionaries of the Church Missionary Society, the Sudan Interior and Sudan United Missions, and the Church of The Brethren Mission. We visited the Sudan United Mission training institution for rural teachers at Gindiri and their mission hospital at Vom, as well as the large bookshop of the Sudan Interior Mission at Jos, where there is also a mission printing press.

Missions in north and south, assisted by the American Mission to Lepers and the British Empire Leprosy Relief Association, are playing a leading part in ministering to lepers. The leper communities that have been created with agricultural and industrial undertakings staffed by patients, show what can be achieved in certain types of rural development, and illustrate the truth of a statement of the Governor of the Gold Coast ad-

vocating development of work for lepers by missions with government grants-in-aid, because "the work among lepers is such as can only be successfully carried out by persons possessed with the real missionary spirit of self-sacrifice."¹

We were able to discuss rural education, agriculture and literacy with missionaries, government officials of many departments, and Africans in many walks of life both in town and country, including the staff of the Literature Bureau at Zaria. Also we had the good fortune to attend the meeting of the Eastern Regional Committee of the Christian Council of Nigeria. It was recognized that the strengthening of this Council is important.

The development of rural education and agriculture is on a considerable scale. Government is undertaking advanced forestry and veterinary training of African staff and the training of rural science masters for elementary schools, as well as an experiment in training boys who have left the elementary schools in farming methods to be used in their own communities. The development of a dairy industry and piggeries in the north, initiated as a war measure, has raised the question of the future of these ventures. Cooperatives are being fostered. Missions are making an increasing contribution to rural work. Mission teachers are sent for training as rural science masters. In a Methodist mission area west of the Niger, farming and crafts take an important place in rural schools. East of the Niger a Canadian agricultural missionary of the Church Missionary Society is winning the intelligent cooperation of adults in soil conservation and agricultural improvement.

¹ *General Plan for Development in the Gold Coast*. No. II, 1944. Government Printer, Accra.

THE GOLD COAST

Area: 92,000 square miles

Estimated population: 3,960,000

Europeans: Approximately 2,800

The Gold Coast is divided into three parts: the Colony, Ashanti and the Northern Territories. The mandated area of British Togoland is administered as part of the Gold Coast. Along the coast there is a series of castles, the oldest of which, Elmina, was built by the Portuguese in 1482. English, Dutch, Swedes and Brandenburgers followed, their interest being trade in gold and ivory, and, from the middle of the sixteenth century, in slaves. Disputes were bitter between the various European nations. In 1821 the coastal area became the Gold Coast Colony.

The peoples of the country are of many tribes, and behind them is a long history of intertribal wars in which the Ashanti for generations played a prominent part, forming and dissolving federations of chiefs, raiding coastal areas, and engaging in a series of wars with Europeans, the last of which was in 1900. They are now united in the Ashanti Confederacy under the hereditary ruling house, with its capital at Kumasi. The people of the Northern Territories differ in custom and culture from those of the south. A number of them are Moslems. Many travel south to work temporarily for African cocoa farmers or at the mines.

The coast is a sandy foreshore broken at intervals by lagoons. Behind a coastal plain of grass and scrub are rolling hills, covered with forest, which give place to parkland and savannah country. There are a number of rivers, the largest of which is the Volta. The main export crop is cocoa, grown by African farmers. Palm oil, palm kernels, kola nuts and cotton are also produced, and

there is some trade in lumber. There is a fishing industry on the coast, and cattle are kept in the Northern Territories. The traditional wealth of the south is its gold, used by the people long before Europeans came to the coast. Today, companies mine gold, manganese and diamonds.

The Gold Coast has been fortunate in having a more adequate revenue than other British West African colonies, due to the production of cocoa and gold. After the war of 1914-1918 the governor, Sir Gordon Guggisberg, sponsored a policy of using available revenue for developing transport and education. The harbor of Takoradi was built and roads were constructed which, in addition to 500 miles of railway, provide good transport facilities in the Colony and Ashanti. These are now augmented by air travel. The same governor founded Achimota College, situated outside Accra, the capital, to provide "an institution at which the African youth will receive, first and foremost, character training of such a nature as will fit him to be a good citizen; secondly, the higher education necessary to enable him to become a leader in thought, in the professions, or in industry among his fellow countrymen." During his term of office a large modern hospital was founded in Accra.

Behind these progressive policies is a long history of missionary endeavor which has borne fruit in building up strong African Christian churches under African leadership, which have attained a high degree of self-support. The English Methodists started work in the Coast in 1834. The late Dr. Aggrey, first vice-principal of Achimota College, received his early education from them and had his early teaching experience in one of their schools. Later, the African Methodist Episcopal

Zion Mission enabled him to go to America for further training. The Basle Mission — part German and part Swiss — and the Bremen Mission developed strong church, educational and industrial work which has produced well-educated African leadership and good craftsmen. During the war of 1914–1918, the Church of Scotland Mission undertook the supervision of the work of the German missionaries and after the war worked in collaboration with the Basle Mission when their missionaries were permitted to return. During the war of 1939–1945 they once more assumed responsibility for the work of the German missions. Swiss missionaries of the Basle Mission have continued in the country and carried on the work with a sadly depleted staff. Some other Protestant missions are also at work. The English Church Mission has three girls' boarding schools which are carrying out interesting experiments in agriculture and crafts. Roman Catholic missions have developed educational work both in town and country. Mission activity as represented by such institutions as Wesley College, Kumasi, Akropong Training College and good central schools, contributes to the development of character and a sense of social responsibility.

We visited the Northern Territories of the Gold Coast where the Government is undertaking a promising development of education. The central government school at Tamale at the time of our visit had 280 in the senior boys' boarding school and 32 in the training college. The aim is to train teachers for some 16 native administration schools and to open up more of these schools as rapidly as a staff can be trained. These schools in turn supply teachers for the village schools. At the rate of expansion planned there should be a school in every village in 20 years.

The Gold Coast Government has put forward a plan for development ¹ in which the provision of water for needy areas and better housing have high priority. It includes soil and forest conservation, the improvement of agriculture, the fostering of local industries and crafts, strong cooperatives and trade unions, the promotion of preventive and clinical medicine, and educational expansion for both children and adults. Income tax recently introduced in the Gold Coast is an increasingly important source of revenue and retains in the country a proportion of the profits of mining companies.

Thanks to the travel facilities provided by the Government, and a program planned in collaboration with the missions, we were able to visit Ashanti, the Northern Territories and British Togoland, as well as the seaboard. In no other territory visited was cooperation between the government and missions so close, nor did we anywhere else meet Africans with a greater sense of public service or find such free and natural professional and social contacts between Africans and Europeans.

We were particularly impressed by the possibilities of local and central education and welfare committees, comprised of African and European officials and non-officials. This type of machinery can, if further developed, foster effective collaboration of the Government, native authorities, missions, citizens and experts, and can be a means of awakening local initiative which alone will make possible many of the schemes of social betterment. We found also that collaboration between the Methodist and Presbyterian churches was resulting in joint rural schools and joint theological training. The problem everywhere was to find staff, both African

¹ *General Plan for Development in the Gold Coast*. No. II, 1944. Government Printer, Accra.

and European, with the necessary training and sense of vocation to carry out plans on which agreement had been reached.

SIERRA LEONE

Area: 30,000 square miles

Estimated population: 1,768,000

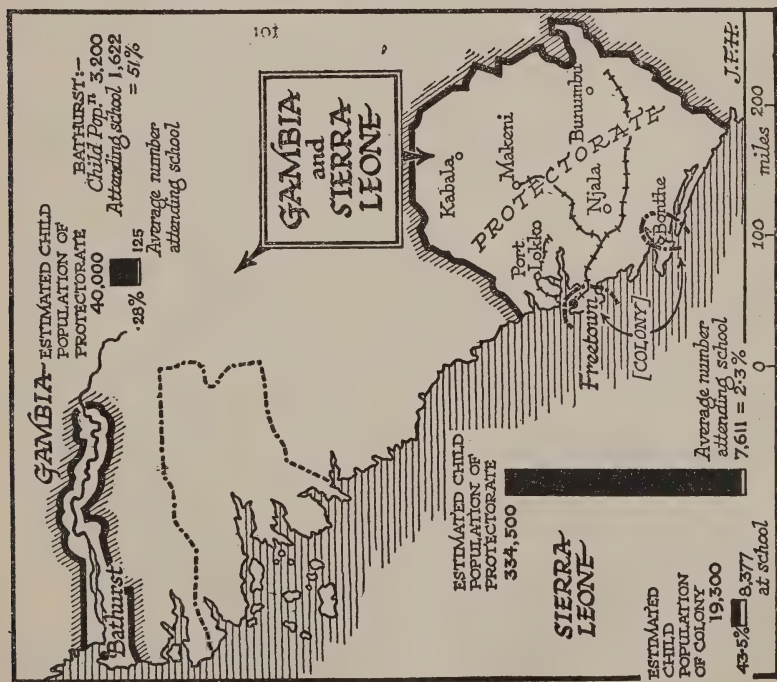
Europeans: Approximately 800

Sierra Leone is divided into two parts: the Colony and the Protectorate. The Colony includes some 4,000 square miles of the coastal area. About the middle of the sixteenth century, Sierra Leone, where there had earlier been a Portuguese settlement, fell a prey to the slave trade. Some English companies of merchants founded settlements there which were later abandoned. In 1791, William Wilberforce assisted in founding the Sierra Leone Company, with a view to trade and colonization by freed slaves from North America. In 1792, the first transport of freedmen arrived from Nova Scotia, and Freetown, now the capital, was founded. Settlers suffered greatly from the climate and epidemics, but by 1824 over 12,000 freedmen had settled and today their descendants make up about 34 per cent of the total population of the Colony and Protectorate. In 1808, Sierra Leone became a British Colony and its governor for a time was also governor of Gambia and the Gold Coast. The settlers and their descendants, known as Creoles, speak English as their mother tongue. Pidgin English is widely used as a means of communication. The descendants of the freedmen follow European ways of life and support numbers of Christian churches and elementary schools, 43-45 per cent of the children of the Colony being in school. From the ranks of the Creoles come recruits for the professions, church leaders, civil servants and clerical workers.

The Protectorate was proclaimed in 1896. Three quarters of the inhabitants of Sierra Leone are in this area. They belong to different tribes, speak a number of languages and follow various tribal cults. In the northern districts there are Fulani people and a considerable Moslem population. A number of Moslems live among the tribal people. Christianity is also spreading. The peoples of the Protectorate are mainly agriculturalists and supply the Colony with food. The mines are in the Protectorate and some of the young men and boys are lured by Freetown and the demands for mine labor to leave the farms and seek their fortunes.

During the war the European population increased, Freetown in particular being crowded with men of the Navy and Merchant Marine and with survivors of vessels torpedoed along the coast. In addition to Europeans there are Syrian traders.

Much of the Atlantic coastline is low and broken by creeks and lagoons. The land rises gradually from the coast to a plateau, with mountain ranges reaching an average height of 3,000 feet. There are two natural harbors, one at Bonthe and the other at Freetown, this last being the best natural harbor in West Africa, in which many ships can lie at anchor in deep, calm water. Behind Freetown, wooded hills rise steeply, their summits often veiled in mist. The country is well watered by a number of rivers and streams. In the low-lying coastal areas African farmers cultivate rice to an increasing extent. Ginger, groundnuts, palm oil, palm kernels, kola nuts, piassava, cocoa and coffee are some of the other products. Peoples in the north have cattle. The mining of iron ore and diamonds has expanded during the war and there is also some mining of platinum, chromite and alluvial gold.



from Report of the Commission on Higher Education in West Africa, Cmd. 6655, with permission of H. M. Stationery Office.

Mission and Christian churches are responsible for 95 per cent of educational work of all grades, and government grants-in-aid are given to institutions reaching a required standard. The Church Missionary Society and the English Methodists established work in the Colony early in the nineteenth century. The American United Brethren in Christ Mission started a mission to the Protectorate in 1856 and today has extensive work there. African, Anglican and Methodist churches were organized in the last century in the Colony and are strongly established, with a corps of African clergy and church workers. These churches have mission stations in the Protectorate. Roman Catholic missions are at work in both Colony and Protectorate.

Sierra Leone has been the pioneer in higher education in West Africa. In 1827 the Church Missionary Society founded Fourah Bay College in Freetown to train ministers and lay workers. In 1876 this college was affiliated with the University of Durham and since then has prepared its students for the degrees of that university. Recently it has also been training non-graduate teachers for primary schools. The college attracted a number of students from other West African territories and counts among its graduates leading men up and down the coast. The three African members of the Higher Education Commission, which has recently reported on British West Africa, were all graduates of the College. Bequests made to the College by leading Africans show the regard in which it is held. While somewhat formal and academic in its tradition, it has interpreted British ideals in the arts to the African.

Students, both men and women, go from Sierra Leone for advanced study abroad. Some study in Britain on government or mission scholarships or go as private

students. The United Brethren Mission has sent a number to American universities who on their return have played a leading part in the work of the mission or in the civil service.

During the war the site of Fourah Bay College, overlooking Freetown harbor, was required by the Navy, and the College was evacuated first to inadequate quarters in the town and then to Mbang in the bush, some hours by train from Freetown. We visited the College there and saw the difficulties it was facing. It lacked accommodations for women students, who had recently been admitted, and was cut off from schools needed for practice teaching, so that the teacher-training department has to be carried on in congested quarters in Freetown.

There is increasing cooperation among the Protestant missions in educational work. Bunumbu, a union college in the Protectorate, started in 1933 to train teachers and catechists equipped to meet the need of rural areas. In 1942 the College did some investigation on the possibilities of developing local industries such as soap- and brush-making, and in 1943 a start was made in brick-making. Experiments on teaching adults to read, including the preparation of material, were initiated and met with such success that a Methodist missionary has been seconded to the Christian Council as a full-time literature and literacy worker, with headquarters on the railway at Bo, where a press is being set up. The government has given a grant-in-aid for these developments. From the start, the cooperation of local chiefs and elders was sought and given in literacy campaigns. Some built village reading rooms, lighted by a lantern, where readers could gather after dark. The requests for literacy campaigns soon exceeded the staff available for

organizing them. An inter-mission committee of African and European women has been issuing study material centering round Christian family and home life for use throughout women's church organizations.

Lack of time unfortunately prevented our visiting the Protectorate and many parts of the Colony, but we consulted in Freetown with workers from the Protectorate and met with leading African citizens and clergy of the churches of the Colony. We met a number of government officials, including a woman welfare officer who spoke, as did a welfare officer elsewhere, of problems of youth in the coast towns. One of the difficulties the Church faces around Freetown is the shift of population from a number of rural parishes where parsonages and schools are now too large for the local church to support. The Labor Officer, a British trade unionist, emphasized the importance of well-organized trade unions and adequate government inspection of all mines. The visit to Fourah Bay College enabled us to consult and discuss with staff and students about the relation of higher education to the needs of the community, including the responsibility of colleges in fostering adult education through the provision of voluntary leadership.

VI

NEW COLONIAL POLICIES

BOTH the Free French and the British, before the war was over, formulated policies which put in the forefront the raising of the standard of life of the people. In the Belgian Congo there was the same interest in education, health and social services on the part of the Governor-General and most of the officials with whom we talked. It was pointed out that with the increasing economic development of the Belgian Congo expenditures for health and education had been rapidly increased, the expenditures for education having been increased two and a half times in five years. Plans for the immediate future were in abeyance pending developments in Belgium and important decisions by the Home Government.

FRENCH POLICIES

In January–February 1944, the Free French held a conference at Brazzaville,¹ presided over by the Colonial Minister and opened by General de Gaulle, in which the late Governor-General Eboué played an important part. Members of the conference included colonial governors, civil servants, delegates from the Provincial Assembly and observers from Algeria, Tunis and Morocco. Recommendations on political, economic and social development were drawn up. The view put forward is that the colonies are part of greater France; there is no thought of their becoming self-governing units in the Anglo-

¹ *Conférence Africaine Française, Brazzaville, 30 janvier 1944–8 février 1944.* Ministère des Colonies, Paris, 1945.

Saxon sense.¹ Africans are to be assimilated as Frenchmen, and when assimilated they shoulder, together with other Frenchmen, the political, economic and social responsibilities of their country, and, as Frenchmen, have equal rights with all other Frenchmen. French is the only language to be used in any school, official or unofficial.

The education of an African élite, capable of playing its part, must be hastened; at the same time the masses of the people must have elementary education which will make possible a higher standard of life. To achieve these ends, a great expansion of education and health services is visualized and special emphasis is placed on the education of women. The industrialization of the colonies is to be hastened and agriculture improved. It was recommended that Africans not conscripted for military service should, between the ages of 20 and 21, be required to give one year's service to the State unless they had worked for a private employer for 18 months. Workers should receive the protection given to workers in France. The need of research is recognized, also the study of African customs with a view to developing local government and building up a sound family life. These proposals provide a blueprint of policy. To carry them out will require financial assistance and increased personnel from France.

BRITISH POLICIES

The British approach provides no such blueprint, but the goal of colonial policy is declared to be the raising of

¹ "Les fins de l'oeuvre de civilisation accomplie par la France dans les colonies écartent toute idée d'autonomie, toute possibilité d'évolution hors du bloc français de l'Empire; la constitution éventuelle, même lointaine, de self-governments dans les colonies est à écarter." Preamble to recommendations adopted by the Brazzaville Conference, p. 32.

the standard of life of the people and the development of political institutions and political power until colonies can become effectively self-governing along their own lines. For a number of years before the war inquiries were carried out on the economic and social life of the colonies.¹

In 1940 the British Parliament passed the Colonial Development and Welfare Act which stated that "the primary aim of colonial policy is to protect and advance the interests of the inhabitants of the Colonies,"² and voted £5,000,000 a year, for ten years, for capital or recurrent expenditure to assist in furthering this end. Colonies were asked to submit schemes for development of services such as health, housing, education and economic development. In 1945 the amount was increased to £120,000,000 over the next ten years, and in addition £1,000,000 a year has been granted for research. The fund is not a loan but is a grant from the Home Government. Such a vote brings home to the average citizen of Great Britain, as never before, the solidarity of the British political system and its basis of commonly understood values underneath great surface differences.

In January 1944, the British Colonial Office issued a report on education of the whole community,³ advocating the wide extension of schools, the spread of literacy

¹ Some of these were:

Labour Conditions in Northern Rhodesia. Major G. St. J. Orde-Browne. H. M. Stationery Office, 1938.

Labour Conditions in West Africa. Major G. St. J. Orde-Browne. H.M.S.O., 1941.

Report of the Commission Appointed to Enquire into the Financial and Economic Position of Northern Rhodesia. H.M.S.O., 1938.

Report of the Commission Appointed to Enquire into the Financial Position and Further Development of Nyasaland. H.M.S.O., 1938.

Nutrition in the Colonial Empire. H.M.S.O., 1939.

² *Colonial Development and Welfare: Statement of Policy.* Cmd. 6175, H.M.S.O., 1940.

³ *Mass Education in African Society.* Col. No. 186, H.M.S.O., 1944. (This follows an earlier Memorandum, *The Education of African Communities*, Col. No. 103, H.M.S.O., 1935.)

among adults and the development of adult education with the cooperation of the community. Adult education is broadly conceived in terms of the conscious effort of the state to bring to the people all knowledge useful for dealing with their problems of home, farm and community life, including the best use of their resources, the production and preparation of food and the improvement of public health. The report also calls attention to the great need for books and publications, both in European languages and in the vernaculars. It also suggests that the use of radio and films may be turned to good account in programs of recreation, entertainment and education.

A government Commission on Higher Education in West Africa, which included in its membership educationists, members of parliament, and three Africans from Nigeria, Gold Coast and Sierra Leone, respectively, was set up in September 1943. It visited West Africa and prepared a report ¹ which appeared in June 1945. The members of the Commission agree that "the extension of higher education, and of university development, in West Africa, is urgent." The Report carries the implication that Great Britain is committed to a steady advance in facilities for higher education in West Africa, thus preparing Africans for openings in the professions, in business and agriculture, and for increasing participation in government service, all branches of which are now open to Africans with the necessary character and training. Pending the development of increased facilities for higher education in Africa, the preparation of Africans for these responsibilities is being speeded up by the granting of government scholarships for advanced study

¹ *Report of the Commission on Higher Education in West Africa*. Cmd. 6655, H.M.S.O., 1945.

in Britain. In February 1945, out of 249 African students studying there, from Nigeria, the Gold Coast and Sierra Leone, 96 held such scholarships, a striking figure when it is remembered that the war was not over. British colonial governments have also been requested by the Colonial Office to prepare reports on development requiring assistance from the Colonial Development and Welfare Fund, and on the extension of education to the whole community.

THE SAN FRANCISCO CHARTER AND COLONIAL POLICIES

Most Americans approach colonial problems with a distinct bias which is rooted in the American tradition of hostility to colonies and the ideas which have been perpetuated in American histories dealing with the operations and injustices of the British Government to the American colonies. They overlook the immense difference between Great Britain in the time of George III and George VI, and have no adequate knowledge of what is being done in the colonies, and certainly no conception of the difficulties involved in changing the ways of a people who cling tenaciously to their own customs. In Great Britain, too, there has been, and still is, a degree of ignorance about colonies which gives cause for concern. "It seems to me," said a Nigerian on a visit to Britain, "that we know more about you than you know about us. I met someone the other day who thought Nigeria was in India." Sending commissions which include British members of Parliament to study the situation has been helpful in creating public opinion with a sounder attitude and more understanding of the colonies.

Probably no single question has been the source of so much misunderstanding among Americans and citizens

of the United Kingdom and of the Dominions as has that of colonies. In dealing with the international policies, especially the setting up of some kind of international machinery to guarantee peace and order, people want to know the kind of world order which they are guaranteeing, and many of them have grave questions about colonial administration in the more remote African areas. There has been, both in Great Britain and America, considerable talk about international trusteeship for dependent areas. This idea springs from the conception of mandates controlled by individual European powers after the war of 1914-1918. It is recognized that the mandatory system has not fulfilled the ideals underlying its creation, the most notorious example of failure being in the islands of the Pacific mandated to Japan, which Japan subsequently fortified and thereafter closed to all visitors. The African colonies under mandate have made reports to the League of Nations. It would be difficult to say that these territories have made more progress under the mandate than they would have made under the direct control of the European power concerned; but the mandates introduced a different conception of trusteeship and a sensitiveness to world opinion which has worked for the benefit of all colonies.

It is now widely recognized that it would be unwise to interfere with the mutually advantageous arrangements that have grown up between many of the more advanced colonies and the governing power. These colonies stood the strain of both wars without wavering in their loyalty and feeling of identity of their own interests with the system to which they belong. Many have enjoyed growing prosperity and improvements in standards of living and economic development. The people have increasingly participated in the making of their

own policies and in their own government. On the legislative councils of Nigeria and the Gold Coast, for instance, sit African members elected by their constituents. The Declaration Regarding Non-Self-Governing-Territories incorporated in the San Francisco Charter of the United Nations recognizes "the principle that the interests of the inhabitants of these territories are paramount," and commits the powers signing the Charter to work toward their political, economic and social advancement, and to report on these territories to the Secretary General of the Assembly of the United Nations.¹

A great advantage of the present system is that it gives stability and continuity of relationships within a wide system, which is necessary for projects requiring large capital investments yielding deferred dividends. It is recognized that these national relationships are sources of real strength, and the African peoples, while sometimes expecting the impossible of the government, nevertheless feel that many of the Europeans with whom they are associated are genuinely interested in their welfare. On the other hand, if conditions are bad and native peoples have real grievances, the responsibility is definite and clear. In assessing present imperfections, it is well to examine what the situation was in the recent past and what would happen if all European control were suddenly withdrawn. In most cases the record of achievement is substantial and impressive.

The San Francisco Charter affirms an international trusteeship system for "the administration and supervision of such territories as may be placed thereunder by subsequent individual agreements." In this category fall territories now under mandate, territories which

¹ For text, see Appendix II.

may be detached from enemy states, and territories voluntarily placed under the system. It is the responsibility of powers administering such territories to further the progressive development of the people. Powers administering the territories under the trusteeship system shall report to a trusteeship council.

REGIONAL ASSOCIATION

Colonial authorities, in the face of the economic realities of their situation and of the interests of contiguous territories that overlap political boundaries, have turned towards the idea of regional associations as a workable plan. This is an important consideration when the territories deal with the same general agricultural and economic commodities and have many similar social problems. The Anglo-American Caribbean Commission is a practical embodiment of these ideas, and this experiment, recently undertaken, will be watched with interest. It should insure, first of all, that each of the main natural regions will have consideration of basic needs and the benefit of mutual aid in the solution of its problems. Perhaps the chief shortcoming of this scheme is that too little allowance may be made for the international point of view. For example, it is conceivable that the territories making up a single region might include a group of the weakest and most backward territories, thus depriving them of the stimulus of those higher up the ladder to self-government and making less effective liberal, disinterested opinion from outside.

SELF-GOVERNMENT OR INDEPENDENCE OF COLONIES

In the Conference at San Francisco, agreement was reached on the aims and objectives for the development of non-self-governing areas; and it is noteworthy that

this is the first international instrument in which nations have adhered to such a declaration on obligations towards the people of dependent areas. The discussions brought out differences of interpretation between the terms "independence" and "self-government." At first there appeared to be considerable difference. Self-government seemed to some to fall short of complete freedom, but the discussion resulted in the understanding that the term "self-government" included the right of the people to choose independence, in the sense of complete isolation, or self-government, meaning complete freedom of local government but remaining a part of a large aggregation of territories by mutual consent.

In the United States the war with Japan has brought home the fact that respect for independence of the Philippines is not enough, for an independent country unable to defend itself and make good its independence is liable to aggression by a stronger power. Independence has to be guaranteed by a power able to enforce that guarantee. The same point has been emphasized in Great Britain regarding British African colonies which are not able, as yet, to hold their own in dealing with the outside world. Independence would also cut them off from capital funds and long-term investments which are required to make the products of the country available in the markets of the world and to bring these countries into the channels of world trade. It is, therefore, the conclusion of the British Government that the pattern of the British Commonwealth of Nations is a realistic approach, offering, as it does, ultimate self-government.

"Dominion status in the British Commonwealth offers a terminal point of equality and dignity which is not inferior to, but merely different from, independence. 'Commonwealth status,' as Mr. Amery defined it, 'is not one of independence *minus* certain rights and privi-

leges but of independence *plus* the rights and privileges and the practical advantages accruing from a worldwide free partnership. It is, in fact, the status of this country.'"¹

What is needed is a recognition of the different stages of advancement of the colonies and the establishment of something like a timetable which makes the goal of self-government seem attainable. This would be an added stimulus to African peoples to assume a more responsible attitude towards the solution of their own problems, and it would certainly stimulate their eagerness for education so that they may be equipped as speedily as possible for larger responsibilities.

It is idle to ignore, for the sake of a theoretical approach, the years of experience of the liberal colonial powers. Complete independence, like complete isolation, is scarcely possible in an interdependent world. It is clear that African territories are advancing wherever African peoples and European powers work together. They need each other. Liberia and Ethiopia, the two independent territories, are recognized as among the least developed. They have not had the capital for the substantial investments which are required in public utilities, railways, water power, highways and development of transport, nor have they been able to safeguard health and support public education on the scale necessary for the full development of the people. They have made brave efforts and deserve encouragement, but no one could compare present conditions in Liberia and the Gold Coast and conclude that political independence is a remedy for backward conditions or an adequate solution for their problems.

We need to look into the kind of government that is maintained, no matter by what name it appears. If we

¹ *Education for Self-Government*. Margery Perham. Foreign Affairs, October 1945.

take, as a measure, the security of the average person in his personal freedom and in the holding of his property, the protection against disease and the provision for education and communication — the most elemental functions of government — we shall often find some of the worst tyranny under the guise of democracy. On the other hand, we shall find under imperial rule some of the more enlightened practices, already embodying a large degree of self-government, to which the people have been accustomed and to which, under indirect rule, they have readily transferred many of the older sanctions of tribal authority. Without progress in the acquisition of knowledge, mechanical skill and self-discipline, no stable foundation can be laid for self-government.

To advocate complete independence as a sure and speedy cure for all the ills of African life is a doctrinaire approach which feeds upon the fires of race prejudice. It lends itself to the idealism of the western democracies. It also lends itself to the uses of clever and unscrupulous Africans who would like to gain control for selfish advantage. This kind of democracy may be a cloak for exploitation. The doctrinaire agitators make most of the noise, and they get a following and help from well-meaning but ill-informed people. Certainly the United States and Great Britain are familiar with the political demagogue and have learned to discount him. We need to apply the same critical judgment to leaders of other countries, and distinguish between those who are working in the public interest and those who are merely capitalizing on prejudice and discontent for selfish ends. It must be remembered that the modern type of western democracy in Britain, France and the United States was not suddenly accomplished. It has been the work of long centuries of evolution, often painfully slow, often with setbacks; but

steadily the people have learned self-control, self-discipline, social responsibility. Those who are working on these African problems today know that education is a speeding-up process. Schools and books save time by putting an individual quickly in possession of the social inheritance, but even with the best schools and books and techniques, social discipline must be socially acquired. The African must learn this discipline and, in this, time is an essential factor.

THE QUESTION OF RACE

Two world wars in the first half of the twentieth century have been accompanied by a social upheaval on a scale never before experienced in the history of mankind. The French Revolution had a profound influence upon a limited area of Europe, but a comparable disturbance is now being enacted on a worldwide scale. Regardless of the immediate causes and issues of the war, social ferment has spread to the ends of the earth, and every practice of government, business and religion has been subjected to question by teeming millions of people who have been made conscious of the wide differences that prevail among classes, nations and races. Ancient customs, well-established practices in the business world and social-economic relationships have been called into question. Old sanctions and restraints have been weakened and, as yet, new forces have not found effective means of expression and control.

The eyes of the world are turned upon the Charter of the United Nations with the hope that it will hold the magic formula that will solve all these perplexing social, economic and political problems. The Charter cannot possibly do all that is expected of it. There is no magic answer; there is no quick remedy for all the ills of man-

kind; but undoubtedly the Charter will be a landmark in the liberation of the human spirit, in the curbing of the evil of war, and in setting up the machinery for peaceful adjustment of differences by promoting justice and well-being. But these are matters that involve many conflicting and selfish interests; they deal with human imperfections and with social attitudes, deeply rooted in the past, which cannot suddenly be transformed. The best that we can hope for is that the machinery created by the Charter will be used for the well-being of the world. It is not a magic wand, but the green light to nations, races and peoples to work out their salvation through orderly social, economic and political processes; and these processes are painful and slow.

In other periods of social change, the points of explosion have included injustices, land tenure, freedom of trade, labor and housing conditions, and food problems. Today all these elements are complicated by the factor of race, which introduces an element of prejudice on the part of all the races involved. Selfish interests and organized minorities have learned to use these prejudices when they can do so to their advantage.

European peoples, or the western world, throwing off the feudal system in the Middle Ages, rediscovered the ancient culture of Rome and Greece and at first enthroned philosophy, theology and a new humanism as their ideals. Then modern industry, in the form of capitalism, took the place of feudalism in economic society. The increase of scientific knowledge resulting from education charted a course of development which has gone on with results undreamed of when the European universities, fostered by the Church, grew up as islands of intellectual freedom in a world habituated to war and conflict.

Using technical knowledge to subdue the forces of nature and turn them to man's use, the western world has achieved a standard of living vastly superior to anything heretofore attained by man. This has given the western nations command of material resources. The industrial nations, in particular, have achieved a standard of life which no nation not cultivating the sciences and not practicing universal education can approximate. The darker races of the world have, to a great extent, lived apart from the western or European races, pursuing their own way of life and following the path of tradition, custom and religion of their ancestors.

Questions of distribution and of equitable sharing in the benefits of social and scientific advance have created tensions within many of the western nations. Wide differences between sections of the population, and handicaps of various kinds, threaten the soundness of the national structure. These differences are emphasized in older agricultural areas where laborers and tenants follow the traditional plantation system, a lineal descendant of feudalism. The wealth produced is frequently drained off through this system into the hands of a few — not always into the hands of the owners, for the plantation owner is often "owned" by the bank or whatever agency furnishes credit. A system utilizing outmoded practices in the twentieth century has been subjected to scrutiny in the strain of war. Science and the benefits of science must be applied in this field, also. Labor, if more highly skilled, can, by using technical knowledge, produce more and so raise the standard of living for all.

These differences, creating points of friction in the colonial world, are intensified by the factor of race. There is today more race consciousness in the world

than ever before. In a society accustomed to the war and conflict of selfish interests, there is a temptation to explain the situation in terms of race with a growing hatred of the white man as a ruthless exploiter. The rising wind of color prejudice has in it the potentiality of a world hurricane as it blows into areas, already disturbed by war and by economic conflict, where there are extremes of wealth and poverty. How much of this evil is attributable to the factor of race?

Concern about this is manifested by African Christian leaders, as will be shown by the following extract from an unsolicited letter of an African minister to a colleague:

“Another trouble here is that there is not real harmony among blacks and whites in the leadership of the Church in Cameroun. But the fault is chiefly from the Blacks. Whites are in it partly. I learned from Dr. Aggrey that Blacks must cease to hate Whites, not all Whites are bad, . . . It seems to me that in our Church, national ministers are divided into two parties. One preaches hatred and war, the other preaches friendliness and cooperation. But there are more members in the first party than in the second. I say with Aggrey that what we have and what we are we owe to the missionaries. If missionaries had not sought and found and helped us we should be lost. We need more native ministers that will preach harmony between Blacks and Whites.”

It is false to assert that the backwardness of Africa is due to the exploitation by the European and to the colonial system. It is equally false for Europeans to say that the African is inherently inferior, that his present condition is due to his inferiority, and that consequently no great promise is to be expected from efforts to educate and develop him. Efforts of racialists to use colonial conditions as a sounding board for their own advantage will be met by stiffening resistance on the other side. Such political and racial agitation tends to obscure and

make more difficult the constructive work of missionaries, education and colonial officials, and Africans who realize the shallowness of these arguments and believe that the African has unlimited possibilities of development but that his development must be through the same gradual processes of education and evolution which have been responsible for the development of the western nations.

THE TASK

The real task in Africa is to educate and develop the African, through self-discipline and responsibility, for self-government. At this stage there is a great deal of paternalism in government and in the economic and plantation life. This must give way rapidly as the African is trained to think for himself and to act for himself in coping with the forces of the modern world; but it would be absurd to disregard the great advantage which liberal colonial powers offer for stability, continuity and mutual aid in well-ordered plans of development towards the achievement of clearly defined aims. The important thing is to find a platform of agreement on which Europeans and Africans can work for their mutual respect and advantage. Wherever this is taking place in Africa, there progress is most rapid and substantial.

VII

THE EVOLUTION OF AGRICULTURAL POLICY

THE PLURAL SOCIETY

THE key to the present-day agricultural economy of West Africa is found in the historical development of the different territories, resulting in the simultaneous existence of a traditional subsistence economy on African lines, and a plantation economy under European control with crops being grown for export by African farmers. This results in what J. S. Furnivall calls the plural society in which economic forces are abnormally predominant. "Two or more groups," he writes, "live side by side but separately within the same political unit. All the members of all the groups are subject alike to the economic process of natural selection by the survival of the cheapest, and all respond in greater or less degree to the economic motive, the desire for individual material advantage. But that is all they have in common. Each group holds by its own religion, its own culture and its own ideas and ways of life."¹ They mix in the market place, they meet buying and selling, and in most other matters pursue a separate path.

He goes on to say that tropical economy is different from European economy in that it has no common social will, and, in a society in which the individual demand prevails over the social demand, the first task is to create a common social will. It is the lack of demand that makes the spread of hygiene and sanitation difficult and hinders the spread of many other desirable measures of

¹ *Fabian Colonial Essays*. George Allen & Unwin, Ltd., London.

social welfare that have become a part of western civilization. It is profitable to consider the necessity of a social demand in relation to education and to all measures of social advancement, for they will gain support in so far as they meet recognized individual and social needs and create social coherence around commonly accepted values.

EVOLUTION OF COLONIES OUT OF ECONOMIC RELATIONS

Colonial relationships have grown up around economic relationships because the exchange of goods, barter, buying and selling in the market place, are among the oldest and most elemental functions of society. In the more advanced society of western Europe the demand for goods, expressed in price, led to trade over ever-widening areas. As the economy of Europe became more highly specialized, the demand for raw materials for manufacturing led to the establishment of trade with countries in a primitive economy. In new countries there was always the hope of finding gold and other precious metals, and wherever they were found there was usually the worst form of exploitation. This was followed by colonization and settlement in areas with suitable climate, soil and health conditions for European peoples; the economic motive was, however, always prominent. "One party to the commercial relationship makes economic demands which the productive organization of the other party is unable to meet. A new productive organization is therefore set up by the stronger party. It solves the problem of supply by taking direct control at the source of supply." ¹ The Spanish settlement of Mexico and South America followed the

¹ *Survey of British Commonwealth Affairs*. W. K. Hancock. Vol. II, Part 2. Oxford University Press, 1942.

mad struggle for gold and silver. Spanish rulers took the place of native rulers and there followed a long struggle with Britain to keep the seas open for the trade.

Britain's colonial expansion was largely through chartered companies and private initiative which undertook to speed up the production of goods as well as to promote settlement. The London and the Plymouth Companies in the United States, and the East India Company in India were the economic forerunners of relationships that grew beyond the limits of private organization and had to be absorbed by the Government. Africa was no exception. In comparatively recent times the chartered companies of Cecil Rhodes in South Africa, and the Royal Niger Company in Nigeria opened the way for trade in new territories. The Congo Free State was developed as the personal estate of King Leopold II of Belgium. On these private companies fell the task of maintaining order. This became unduly expensive, and consequently they tried to keep all the profits of trade by setting up monopolies. This bred dissatisfaction and there was perennial conflict with other traders who wanted a share of the business without responsibility for security. Eventually the Government had to intervene as the only agency strong enough to maintain order and give protection necessary for any substantial commercial development. Increasingly the Government had to keep the balance between economic forces operating for quick profits at the expense of the people and of natural resources, and the welfare of the people and the long-term interests of the African country as well as of the western countries involved.

TRUSTEESHIP

It is possible to trace in the history of each territory

the gradual evolution from the control of traders, who set up their own regulations in the interest of supplying the home market at a profit, to the higher functions of colonial governments and the doctrine of trusteeship. W. K. Hancock has done this admirably.¹ In his discussion of problems of economic policy he brings the point of view of an objective economic historian to bear on the complex and baffling problems of tropical economy.

This evolution is not unlike that which has taken place in the more highly developed industrial countries of the western world, only in Africa the process is being accelerated. Mary Kingsley, with remarkable insight, saw the British task in West Africa as that of "building a bridge over which the peoples of West Africa might cross from their thirteenth century world into the material and intellectual opportunities of the modern world." Colonial administrators required a "deeper understanding both of African society which they governed and of the European society which they represented." Lord Lugard exemplified this type of administrator. His technique of indirect rule was not original, but his distinctive contribution to colonial policy was the principle that the expedients of empire commonly resorted to in the interest of the rulers should be used as a constructive force for the education and development of the ruled.

Acceptance of this principle of trusteeship led to a deeper appreciation of both anthropology and economics. The business world as represented by traders in Africa felt no particular concern about the study of African life and culture, though a better understanding of the cultural background of African life would throw light upon some of their problems as well. In the eco-

¹ *Survey of British Commonwealth Affairs*. W. K. Hancock. Vol. II, Part 2. Oxford University Press, 1942.

nomic field, however, business is traditionally opposed to government interference. Freedom to develop in its own way is regarded as one of its rights, even including the right to exploit and to lay waste natural resources. All western countries have had a long, hard struggle to restrain the antisocial phases of business in get-rich-quick schemes. Enlightened regulations governing hours and conditions of labor, as well as the handling of forests, waterways and soil conservation, have come about after long and bitter experience. In colonial territories these issues are met in cruder forms of human and natural exploitation; now the government is moving to bring these forces under control. This does not mean that the government is hostile to business, but that government is taking a longer view and acting to save business from self-destructive forces. The economist has had a harder time than the anthropologist in making his contribution to enlightened colonial policies, but the growth of big business organizations, with all their complex ramifications, makes some form of regulation imperative, and the colonial power is the only agency strong enough and continuous enough to do it. Native authorities are too weak and too unprepared to cope with it. Their sense of loyalty and obligation is too limited, tribal and provincial, the temptation to bribery and corruption too great.

Commercial development requires not merely the traditional *pax* in which property and trade are safe from aggression, but it demands as well an internal *pax* which asserts the common welfare against selfish aggressors that would despoil it.

THE PLANTATION SYSTEM

Economic contacts of advanced western nations with primitive peoples have in tropical countries usually taken the form of the plantation system. At least this

was nearly always the first stage. Demand for food and raw materials in the European countries created the hope of profit which led to capital investment, but the productive organization of the native people was not geared to meet such a sudden demand, and consequently the European planter took over production and set up a system that would respond to the demand. Difficulties of health and climate further favored the plantation, which required few Europeans, who would be obliged to take expensive precautions against disease, and have frequent leaves, to direct large numbers of unskilled or semi-skilled laborers who were already acclimatized and whose wants were few.

Hancock says: "A plantation system is not a society; it is an agglomeration created for the pursuit of profit. It substitutes itself for those primitive societies which in sickness and in health sustain their members." But, after this pessimistic pronouncement against the plantation system, he goes on to show it to be a stage in the development of a country and adds, significantly, "There would be less indignation today if there were a better understanding of yesterday."

The British Government has had long experience with the plantation system and in West Africa for more than 20 years has discouraged its spread. This was a deliberate decision based on the principle of trusteeship laid down so effectively by Lord Lugard. The granting of concessions to Europeans had been followed by many serious abuses. Chiefs and African lawyers were all too often tempted to feather their nests at the expense of the community. The chief in granting a concession would be vague in defining the boundaries, or would give boundaries which were disputed by other chiefs, so there was litigation, one of the chief causes for debts

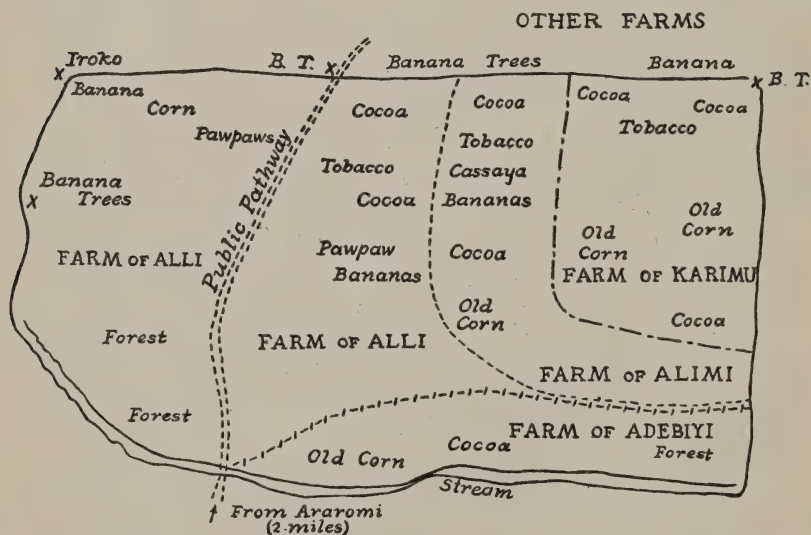
which in the end had to be paid from the revenues of the people. It was the irony of fate that some Gold Coast Africans resisted the efforts of the Colonial Government to protect the community by curbing these practices. They organized an Aborigines' Rights Protection Society and sent a deputation to England, where they gained the support of sentimentalists and successfully prevented the Government's proposed action on behalf of the whole people. Nevertheless, the Government continued steadfast in its position and moved ahead cautiously trying to work out a better pattern than that of concessions and plantations.

The plantation system has received varying degrees of support from other governments. The Belgian Government in 1911 granted to the Huileries du Congo Belge, a subsidiary of Lever Brothers, the right to lease an area of 750,000 hectares and to acquire freehold title within this area in proportion to the development accomplished. This was done after Lever Brothers had been refused such privileges in Sierra Leone and Nigeria. The Dutch Government found the plantation system indispensable in the East Indies. The French Government, after granting many concessions in West Africa, was veering away from encouragement of huge plantations and was showing more sympathy to smaller plantations which Africans as well as Europeans could develop.

INDIGENOUS ECONOMY

Systems of land tenure of different African peoples vary. It is usual for the extended family or kinship group to hold land and for their head to allocate it to the members and to settle disputes between them. The chief and his council can settle disputes not adjusted

within the family group, and can allot land not yet given to a family. If there is plenty of land, boundaries are not always marked. A system of shifting cultivation is widely used and land is cleared for cultivation by burning it over. Today, in Southwestern Nigeria, among the Yoruba people "all land has come under the administrative control of some chief or headman, mainly because it has been found necessary for the purposes of modern government to have clearly-marked boundaries."¹ Hunting, fishing, grazing, harvesting of crops, including those of fruit-bearing trees, are regulated and various dues are paid to the chief. Individuals may hold land within this system, but one farm may be divided among several persons. The following diagram² illustrates this:



This 20-acre farm is divided among Alli, his two sons, Karimu and Alimi, and a friend of Alli named Adebisi

¹ *Land Tenure in the Yoruba Provinces*. H. L. Ward Price. p. 9. Government Printer, Lagos, 1939.

² *Ibid.*, p. 132.

who wanted more land on which to grow cocoa. Adebiyi pays Alli no rent and is regarded as one of the family. Each may plant what he likes on his land and dispose of his crops. Each is responsible for the food of his wife and children. The sons may lend some of their land to a friend but may not give it away. In the traditional systems, the family provides the labor on the land, much of the work being done by women. There is, therefore, a ratio between the number of wives a man has and the amount of land he wishes to cultivate.

RELATIVE MERITS OF PLANTATION AND NON-PLANTATION ECONOMY

The historical observations of the so-called planters' frontier show the background of conflict between modern production on a scale of world markets on the one hand, and primitive land-ownership on the other. The present policy of the Government of British West Africa is based on observation and experience. The Government holds that these opposites can be reconciled and that rational and humane commercial collaboration between Europeans and Africans is mutually advantageous. It therefore is embarking on a plan of "agricultural research and education which aims at grafting modern scientific technique on to the primitive stock of native land custom." ¹

The question naturally arises whether this policy is justified by the results, whether it has been tested fairly and over a long enough period of time. The great merit of the plantation system is that it provides a cash crop and an export trade. That is essential; but it is equally essential that the foundations of African life, the family and the community, be not destroyed. The production

¹ *Survey of British Commonwealth Affairs*. W. K. Hancock. Vol. II, Part 2, p. 236.

of food must be sufficient and diverse enough for the nutrition and health of the home population and, further, the fertility of the soil must be maintained.

Hancock examines the results in the light of these three criteria. He finds that in the production of palm oil for export, the output of countries with a plantation economy is increasing at a more rapid rate than that of countries with a non-plantation economy. In the period 1923-1937, exports from the Belgian Congo, under a plantation economy, increased from 16,000 tons to 68,000 tons; and from the Netherlands East Indies, also under a plantation economy, from 7,000 to 194,000 tons; whereas in Nigeria, under a non-plantation economy, in the same period they increased only from 128,000 to 146,000 tons. Exports of this commodity from the non-plantation countries of Sierra Leone and the Gold Coast were unimportant, and those from French West Africa increased only from 34,000 to 39,000 tons. Rapid increase was the result of scientific improvement and plantation management.

This, however, is not the whole story. In the past 30 years cocoa has become one of the leading export crops of West Africa. The non-plantation countries of the Gold Coast and Nigeria furnish about two thirds of the world's crop. The industry has been built up almost wholly by African peasant farmers.

The facts seem to warrant the conclusion that the odds are favorable to the plantation as a producer for export of certain commodities such as palm oil, but that export can be maintained by methods of native holdings and cultivation. Skilled management is the controlling factor, and if this can be obtained through the cooperation and education of small farmers there is no reason why they cannot hold their own against the plantation system.

With regard to the second point, the home production of food, the advantage lies with the non-plantation economy. Thus, in Nigeria palm oil is an important element of diet and the home consumption of 130,000 tons compares favorably with the export of 163,000 tons in the busiest year, 1936. But without the necessary education in nutrition, a decline in subsistence farming may take place owing to a desire to obtain a money return for cash crops.

Another line of action has been followed which has been called "a tripartite partnership of the state, private capital, and the cultivator." This is well illustrated by the Gezira scheme in the Anglo-Egyptian Sudan:

"Possession of the necessary land was obtained under a land ordinance by which the state took over all rights on long lease subject to a fixed annual payment to rightholders. The capital cost of the work, except that of subsidiary canalization, was borne by the state, which also bears the annual outlay on the maintenance of irrigation. The granting of tenancies to cultivators and the management of the cultivation have been entrusted to the Sudan Plantations Syndicate, which maintains a large European technical and supervisory staff. It markets the cotton crop and the proceeds, after deducting its charge for ginning and marketing expenses, are now divided in the proportion of 20 per cent to the Syndicate, 40 per cent to the government, and 40 per cent to the cultivators. The mechanical ploughing for the cotton crop is carried out by the Syndicate, which also supplies seed, but these charges are recovered from the cultivator, who provides at his own cost all other labour involved such as weeding, picking, and clearing watercourses. The conditions of tenancy lay down that he must devote a prescribed part of each holding to subsistence crops. . . ." ¹

Lord Hailey has pointed out that success in such a plan involves either a strong measure of control, or voluntary cooperation to an extent which is only likely to be attained where there is pressure of population on the land

¹ *An African Survey*. Hailey. p. 1053. Oxford University Press, 1938.

or profits of cultivation are so attractive as to outweigh other considerations. This experiment is also significant in that it makes possible the use of modern machinery which normally results in a higher per capita income.

On the third point, maintaining the fertility of the soil, both the plantation system and peasant farming have generally been at fault. In years of good prices planters have allowed their efficiency to deteriorate. The cocoa farmers of the Gold Coast, after enjoying many prosperous years, are now faced with soil deterioration as well as diseases menacing the crop. The essential point is that maintaining the fertility of the soil is a cardinal principle in any agricultural economy.

COLLABORATION

Nothing in the experience of recent years prompts a reversal of British policy as to European plantations and concessions. On the contrary, the policy of trusteeship has been strengthened and the idea of partnership is inherent in the plans now put forward. The Statement of Policy on Colonial Development and Welfare, issued in 1940, states, "the primary aim of colonial policy is to protect and advance the interests of the inhabitants of the colonies," and then outlines plans for aid in research, survey work, capital development and rapid extension of education and health services. This will be a collaborative development between Africans and Europeans in ways acceptable to the African peoples, with such adaptations as may be indicated by experience. The emphasis is placed squarely upon education and research. Quick results are not expected, but it is heartening to see plans that look to the development of the people with the expectation that they will participate increasingly in the intelligent development and

self-government of the country. Cooperatives are expected to play a larger role. They give valuable training and discipline to their members and they offer the means of securing expert managerial ability together with volume of business, which gives promise that they may be on equal terms of bargaining power with transport and marketing agencies.

This background of policy throws light upon the present situation in tropical Africa and gives a perspective of the vital issues that are now at stake. There are at least two observations of importance to this inquiry. The first is the effect of British policy on Africa as a whole and on colonial policy generally. The second is that in moving away from the plantation to a different system of economic collaboration, the full development of the African is assumed. The success of these plans will hinge on the extension and improvement of education, sanitation, health and self-direction in business and community affairs.

VIII

AFRICAN AGRICULTURE

THE SOIL

CONTRARY to popular belief, most of the soil of tropical Africa is mediocre or poor. The luxuriant growth of the jungle is due to the high humidity and temperature rather than to the fertility of the soil. The prevailing red soil with fine black gravel, often with an ironstone crust known as "laterite," is the product of weathering processes in which the finer and more soluble elements have been carried to the sea. Most of the "red earths" are poor in plant food, and frequently the valuable mineral elements that remain are inert and in forms not available to plants. At high temperatures organic matter from roots and leaves decomposes and leaches rapidly and, as a result, most of the soils in the hot and wet areas are deficient in bases, especially in calcium, potassium and phosphate. In general, the lighter sandy soils are even less promising and present greater problems of erosion in heavy rainfall. The quick growth of the bush in the humid climate is nature's method of keeping up a supply of organic matter in soils after cropping and exposure. The native practice of cultivating crops under the cover of light shade is based on experience. The fallen leaves and the shade lower the soil temperature and slow down the process of decomposition and leaching.

Lack of mineral elements affects plant and animal life to an extent not yet fully determined, but it is thought that the smaller size of cattle in the wet areas where they have established a certain immunity to the tsetse fly is due to the calcium deficiency of the soil. Cattle in the dry areas and the grass lands are larger, and the

soil, being less cultivated and less subject to the effects of the heavy rains of the forest country, is richer in calcium as well as in other mineral elements essential to animal health. Differences in wild animals have also been noted. West African elephants are said to be smaller in size than those in more favored areas.

The relationship of the soil to plant and animal life is a subject on which much new knowledge is being obtained. It is a fascinating field of inquiry in which investigation is throwing light on human as well as animal nutrition. In widely scattered areas in New Zealand, Australia, East Africa and Florida, where it has been known for many years that cattle did not thrive, it has been recently shown that the basic cause was the absence in the soil of certain essential minerals which ordinarily occur as trace elements in most soils. If these trace elements are supplied artificially, the cattle do well. Otherwise, after reaching a certain stage, they languish and die. Similarly in parts of Florida, citrus fruits, tung oil trees, sugar cane and even some of the ordinary vegetables on land long subject to leaching have shown remarkable improvement after the application of fertilizers containing essential mineral elements lacking in the soil. This has been found to be the case even in the black soil of the Everglades, recently opened to agriculture by drainage. It is rich in humus, but having been under water it has lost many of the trace mineral elements by leaching. The extent to which this and similar problems exist in Africa can only be surmised.

HEALTH AND AGRICULTURE

Human nutrition is recognized as one of Africa's basic problems. "Hidden hunger" exists more or less in most

of tropical West Africa. The prevailing diet, based on the starch foods such as cassava, yams and even rice, supplies ample calories but is far from furnishing a balanced diet. The chief deficiency is protein, especially in the forest country where cattle are not raised and the people get little or no meat or milk. This is the area in which health problems are most acute. It is interesting to note that the incidence of leprosy is heaviest in this area. In parts of Nigeria it is estimated at 5 per cent of the population. Here, also, hookworm and other parasitic diseases are at their worst. Aside from the treatments afforded by medical science for these diseases, it is recognized that better nutrition is one of the surest means of building up the health of the people so that they can resist and overcome the diseases to which they are exposed.

Agriculture is a basic factor in the improvement of the life of the people. Traditionally, in native life, it was mainly a matter of the production of food for the village, largely a woman's job. With no cold weather, and no dormant period except that of a prolonged dry season, there was little reason to plan ahead or to make provision for future uncertainties. The long growing season and the hot and humid climate alike were against the accumulation of a surplus greater than would bridge the period between harvests. Limited transportation tended to develop in each village a self-sufficient subsistence economy, particularly in forest areas where isolation was great. In more open country and on the great waterways, however, traders traveled far, and from very early days there existed exchange of commodities drawn from wide areas and traffic between the coast and the interior.

With modern means of transport, remote areas are



Above, left: Ox team at Veterinary School, Vom, Northern Nigeria.

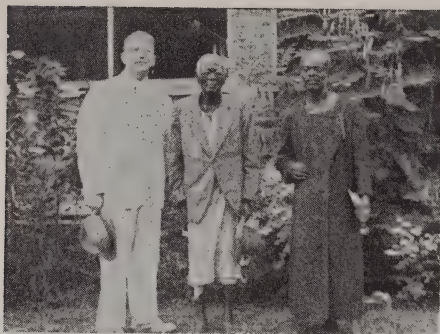
Above, right: Rat-proof crib, Experiment Farm, Zaria, Northern Nigeria.

Left: Pigs at the Government School, Tamale, Gold Coast.

Cattle kraal for conserving manure, Government School, Tamale.

Market garden, Bunsu Plantation.





Above, left: The principal of Bolenge Mission School, Belgian Congo, with an African (center) who saw H. M. Stanley in 1877, and one (right) who taught him to read the drum code.

Above, right: Fulani cattle people by their hut, with household utensils in the foreground.



Left: The Church at Elat, American Presbyterian Mission, French Cameroons.

Boys' dormitories at the Government School, Tamale, Gold Coast.

Mr. Campbell at boys' camp near Lagos, Nigeria.



now in touch with the currents of world trade. The people also have new wants which cannot be satisfied by local production, and they have no means to supply them except by their own labor for wages or by the sale of surplus products of the land. The development of mining and of trade with the outside world is causing the growth of European communities requiring specialized labor in fields other than agriculture. These communities have to be supplied with food, and an increasing number of Africans who are employed in them buy what they require instead of growing it as they did formerly.

EDUCATION AND AGRICULTURE

These changes are putting a tremendous strain upon native agriculture. In facing the situation we cannot escape the implication that education must deal not merely with the symbols of abstract thinking on which western civilization is based, but concretely with the use of the land and other gifts of nature in order to fill the minimum needs of the people for food, clothing and shelter. More than that, intelligent use of the land affords the means of achieving a higher standard of living, of satisfying new wants and of progressing toward closer relationships with other peoples of the world. This involves the development of a balanced subsistence and cash economy both in the sphere of internal marketing and in the export of commodities overseas. It would be a questionable gain if, through improvement of health and increased production of food, the population multiplied, upon its present low standards, until its pressure on the land was so urgent that no thought of advancement in the comfort and welfare of living could seriously be entertained. In several parts of Africa we heard stories of African troops in service on the Burma

front. They had noticed the poverty and overpopulation of parts of India and thought they had a better chance in Africa. Comparatively few areas in Africa as yet suffer from overpopulation, but Owerri Province in Southeastern Nigeria is one such area which gives cause for grave concern.

IMPORTANCE OF RESEARCH

A general inquiry into the nutrition of peoples of British colonies was published in 1939,¹ and is being followed by intensive investigations, some of which have been carried on, though on a reduced scale, through the war years. They reveal malnutrition due to a variety of causes, among which lack of an adequate subsistence economy and ignorance bulk large. An expert on nutrition has been appointed to the staff of the Colonial Office, and his work includes the fostering of research, the spread of information on principles of nutrition, and the discovery of ways and means of meeting diet deficiencies.²

The Leverhulme Trust in 1938 invited four members of Parliament and a group of scientists to go out to West Africa

“to investigate, study and report on the West African Colonies generally; the interrelationship between Government, its officials, the traders and the natives; the status and standard of life of the native population and improvement thereof; the production of food and other materials and the increase thereof; and, in particular, certain main problems in respect of the development of agricultural, pastoral and forestry resources.”

This committee made observations and conferred with officials of the government departments, staffs of the

¹ *Nutrition in the Colonial Empire*. H.M.S.O., 1939.

² See *Food Yeast: A Venture in Practical Nutrition*. A Government undertaking sponsored by the Colonial Office and financed under the Colonial Development and Welfare Act, 1940. Published by Colonial Food Yeast, Ltd., London.

companies trading in West Africa, and many Africans; but the most significant feature of this inquiry was the technical studies on crop production and soil fertility by H. C. Sampson and E. M. Crowther and on livestock problems by Lt. Col. A. G. Doherty. These reports make a scientific analysis of the basic problems of soil, climate and the conditions under which agriculture is conducted in this part of Africa. The observations are acute and distinguish between successful practices and those that lead to depletion of the soil and other problems.

OBJECTIVES

The needs of agriculture in West Africa may be summed up under three headings:

(1) *Research.* The sciences upon which agriculture is based have grown up in the temperate zones, and the overwhelming amount of study and experimentation is being carried on with the crops and livestock problems of these zones. Tropical agriculture presents a new set of problems on which little light can be thrown by existing facilities in agricultural experiment stations in the temperate zones.

(2) *Education.* The next step is to take to the people, through visiting teachers, extension agents, village schools and higher institutions, the helpful knowledge and the best practices developed at the experiment stations. Any mass education movement that may be undertaken in Africa should be concerned with spreading knowledge of better practices in the production of food and cash crops, and knowledge of health on a functional basis — that is, translating this knowledge into the habits and daily practices of the people.

(3) *Higher Standard of Life.* The success of research

and education should be judged by the measure of achievement in attaining a higher standard of life. Many people, both Africans and Europeans, are skeptical about this possibility. For example, on big plantations it is assumed that a skilled manager will direct unskilled laborers and produce what the trade calls for. The margin of profit is based on low costs and low wages. Is it possible for these laborers to produce more and thus earn more and live better? Wherever the plantation system has been established the emphasis is placed upon commercial production of the cash crop, often at the expense of the food crops which the laborers or tenants need. This may result in malnutrition, lowered efficiency, discouragement and a type of poverty which spreads like infectious disease. Its insidious nature is such that it produces a fatalistic outlook on the part of planters, who expect nothing beyond inefficient labor, and laborers, who expect only bare subsistence. But this is not the outlook of Christian missions, nor, fortunately, is it always the policy of the governments.

IX

RESEARCH

WE DID not have an opportunity to see all research centers in the territories visited or to meet many of those working on research projects; but what opportunity we had revealed that, though research is being carried on in a number of fields, an extension of facilities in many of them is required. This is recognized in the findings of the Brazzaville Conference for French Colonies, in the Report of the Higher Education Commission for British West Africa, and in proposals put forward by British colonial governments to a committee on research set up by the British Colonial Office. In both the Gold Coast and Nigeria the need was urged of further linguistic and ethnographical studies, of research on disease, nutrition, resources of the territories and economic development. We were also informed of surveys undertaken by experts in several of these fields. We were impressed by the importance of the Rockefeller Yellow Fever Laboratory at Lagos, of the Medical Research Laboratory at Leopoldville, and of the work of the Pasteur Institute in French colonies, in bringing scientific knowledge to bear on the control of disease. During the period of our visit to West Africa the Director of the Institut Français d'Afrique Noire convened at Dakar the first international meeting of ethnographers, geographers and workers in the natural sciences in West Africa. At this conference, fields of work were surveyed and an international committee was set up to plan for another gathering.

The Higher Education Report stresses the necessity of combining in a university college, or colleges, in

British West Africa, facilities for research as well as for teaching. It is recognized that research over a wide field is required as the foundation for educational programs designed to serve the whole community as well as to find solutions to many tropical problems. Moreover, the expansion of education involves the study of language problems, African cultures and the economic and social structure of African life. The resettlement project at Anchau (see page 130) illustrates the varied questions focused in a single community.

In the pages that follow we confine ourselves to notes on certain agricultural research stations visited:

INEAC

The Belgian Congo series of stations for agricultural research, known as INEAC, includes the following: **Yangambi**, with 45 Europeans, and 2,500 Africans drawn from many tribes; **Ruanda-Urundi**, three stations with one European at each; **Station de Sériculture et d'Apiculture du Mont Hawa**, with two Europeans; **Lower Congo**, three stations, with two Europeans on one, and one European on each of the remaining two; **Cotton Experimental Stations**, two stations and seven experimental centers. INEAC was established on the Yangambi site in 1929. In 1940 the total staff of Europeans was 93, but the war has caused a reduction of 25 per cent. More than 5,000 Africans are employed.

We visited the chief station at Yangambi, a beautiful but remote spot. The station includes a large tract of virgin forest which has remained untouched except for the building of necessary roads. The plantations deal with a variety of crops, including coffee, tea, rubber and palm oil. Work on the oil palm, under Dr. Vanderweyen and Dr. Beirnaert, has been outstanding. Through

plant breeding and selection, varieties have been developed that produce five times as much oil as the ordinary oil palm. They are also making a very significant investigation into the methods of planting, clearing and cultivation.

The work of this station is closely related to Belgian universities and is known, through publications, to some of the British stations; it seemed to us, however, that it was a light hidden under a bushel. The excellent scientific results are available only to the planters and others who are alert to the significance of these investigations and experiments. The difficulty of travel and communications with other stations in the Congo and other parts of Africa, adds to its isolation. There is no school connected with it, so that the investigations of these highly productive scientists are not inspiring Africans to acquire this useful knowledge and to help to spread it and make it prevail in African practice.

DSCHANG

The principal experiment station in the French Cameroons, situated at Dschang in the highlands, is now devoted very largely to the production of quinine. M. Legarde, chemist in charge of the laboratory, had spent two periods of five months and three months in France in a laboratory making quinine. He had also visited the station at Kivu in the Belgian Congo to study work there on production of quinine. He began experimentation in 1922. The laboratory was built in 1938. From various countries he had secured a wide variety of cinchona trees. At the time of our visit there were 600,000 trees on the plantation. These were producing about one ton of bark annually. His aim is to increase the production to 15 tons a year. He pointed out

that Africa has never had enough quinine to meet its requirements, and the hope of this station is to produce it on a scale which will not only make a supply available but available at prices which Africans can afford. The yield varies widely according to variety. The *legeria* bark yields from 12 to 15 per cent quinine but the trees are very delicate and require careful attention. Other varieties are hardier and can easily be grown by Africans, but the yield is only about 2 per cent. The varieties come true to seed. The present yield is obtained largely from thinning out the trees of three and four years' growth. The staff had shown great resourcefulness in improvising equipment from what materials they were able to secure, but, even with all the handicaps they faced, they were producing quinine at one tenth of the world price before the war. It is hoped to develop water power from a stream near by and to use electricity for power, heat, light, refrigeration and all laboratory purposes. The station employs about 700 Africans. It is situated at an altitude of between 3,000 and 4,000 feet and has a bracing climate. Though no school is a part of the experiment station, there were both an evident desire to put the research findings at the disposal of Africans, and enthusiasm about promising experiments with cooperatives as one means of achieving this.

COCOA EXPERIMENT STATION, NEW TAFO, GOLD COAST

A serious devastation of some of the older cocoa plantations by disease, especially swollen shoot, has resulted in the recent establishment by the Government of an experiment station devoted primarily to combating cocoa disease and solving the problem of cocoa cultivation. It is staffed by a small group of able scientists. They are gathering important information for the

African growers, but the station has been in operation for too short a period to produce solutions of many problems. A considerable part of the surplus from the Government Cocoa Marketing Fund is being made available for these and other investigations.

MOOR PLANTATION, IBADAN, NIGERIA

At Ibadan we visited the agricultural college and experiment station at Moor Plantation and talked with the Director of Agriculture and his associates. The research program of Moor Plantation is frankly based on the needs of African agriculture under the native system. Thus, in discussing the oil palm, we found there was knowledge of the excellent work of the Belgians but that the higher production of palm oil achieved by them was at the expense of the size of the palm kernel, and the palm kernel is a significant article in the diet of the Nigerian people. They need, therefore, a type of oil palm which produces a good supply of oil without sacrificing too much of the palm kernel. Moor Plantation also gives considerable attention to livestock, crop rotation, pasture grasses and firewood.

A school of agriculture is being conducted along sound, practical lines and a special training course is given to rural science masters, taking about 20 single and ten married teachers for a nine-month course of intensive training which includes practical work in a garden or small farm of not more than ten acres. A similar course is given at Umuahia, east of the Niger. There are 370 rural science masters now teaching in mission and government schools in Nigeria: 200 west of the Niger and 170 east of the Niger. At each of these schools a school farm is conducted, usually about two acres in extent but sometimes larger.

DEPARTMENT OF FORESTRY, IBADAN

The Department of Forestry is also at Ibadan. The primary emphasis in the past has been on the production of firewood, but increasing attention is now being given to the production and perpetuation of the fine hardwoods, such as mahogany. The experience of the East Indies throws much light on forestry problems of tropical West Africa in regions of high rainfall. Forestry in this area has to be projected on a scale of at least 100 years. Experiments already conducted have, however, indicated significant practices which would in effect assure a sustained yield over large areas of tropical forest. Corporations such as the United Africa Company are showing intelligent appreciation of the movement to bring the forests under scientific management. It is necessary, however, for the Government to carry on a program of education as well as to set up certain regulations and controls.

In the north and in the savannah country the firewood problem is linked with the old folk way of burning the grass. In one colony we traveled by car between two important towns, a distance of over 250 miles, and practically all of the countryside had either been scorched by fires or was burning as we passed along the road. This is one of the tragedies of Africa. There was a comparable situation in the past in the southern part of the United States of America, where forests and fields were burned, thus destroying natural resources. The custom is so well established in many areas we visited that it has been found unwise to attempt to get the people to abandon the practice; better results are being secured by persuading them to burn at an earlier period before the dry season has advanced too far. The fires then are not so disastrous, some young trees manage to

survive and the older trees are not destroyed. In Ibadan, which is a large city of 318,000 people, extensive plantations of cassia and a few other quick-growing woods for fuel have been made. The experience of the Forestry Department in dealing with firewood brings out the necessity of a balanced program of research and education which includes adults as well as young people.

COLLABORATION

Dr. H. A. Tempany, chief agricultural officer of the Colonial Office, following a recent tour in West Africa, suggested that the British territories collaborate in a comprehensive scheme of agricultural research. The problems are numerous, the needs are pressing, while staff and facilities are inadequate. A division of labor, with better arrangement for contact and report, would result in specialization and concentration of resources on problems that are common to more than one territory. This idea has been supported by the Commission on Higher Education in its recommendations for a well-integrated center of research and education to which other centers would be related.

The arguments are equally valid for collaboration of all West African territories, for they are all concerned with similar problems and conditions. An excellent example of this type of cooperation is afforded by the Anglo-French Forestry Commission which investigated forestry on the fringe of the Sahara and the part it could play in checking the advance of the desert. Its report is reassuring in that no evidence of gradual desiccation was found. Although there were recurring periods of greater and less rainfall, the water level was found to be relatively stable. The scattered forest condition of the country was being further impoverished by the increase

of cultivation as a result of the security offered by European administration. Remedial measures to be effective must be carried out in French and British territories alike. This illustrates the great advantage of collaboration of all the scientific resources now available for the problem of tropical agriculture in Africa.

The Leverhulme Report stresses the importance of research and makes two pertinent comments: "We believe that the scientific workers in West Africa have been so anxious to be of service to their colleagues who were up against immediate practical problems that they have been compelled to devote themselves, somewhat too narrowly, to questions likely to give quick returns. . . . We suggest that there is room for a team of specialists working under a scientific director, in either a separate department or under a council representing the various branches of the Governments concerned. This body should be charged primarily with the scientific study and survey of all aspects of West African agriculture and industry. We should hope that it would be possible for a single body to cover all four British colonies. It might even be possible for it to be extended ultimately to cover the French colonies as well."

The Brazzaville Conference in January 1944, proposed that an institute of agricultural research for French Africa be established, to which a school of tropical agriculture be attached. This Conference also proposed an international office for the exchange of information concerning epidemics and public health measures. The urgency of such a step in the field of health is readily understood, but the principle is equally valid in the field of agriculture which is concerned not only with diseases of plants and animals but with positive measures of improvement as well.

When one thinks of the impressive amount of research in agriculture, it must be remembered that the vast majority of this is investigation and experimentation in temperate zones. It is true that certain general scientific principles have a wider application. Nevertheless there are many problems in tropical agriculture that can be solved only by scientific investigation in the tropical areas where they occur. Scientists have gone farther in international collaboration than any other group of scholars, and more and more scientific progress is made through a cooperative approach. This is all the more needed where observations and experiments have to be carried out over a comparatively wide area in order that a sufficient range of data may be assembled from which to draw conclusions.

We venture to suggest that an institute of tropical agriculture for Africa would be welcomed by many of the able scientists now working in this field. Many of them suffer from a sense of isolation and inadequate support. They would be greatly strengthened by more interchange with their colleagues in different territories and by occasional personal conferences in which reports would be made of the progress in various fields under investigation. The form and name of the organization are details which could be shaped by experience, but the essential thing is to bring these isolated scientists into touch with each other, as well as to strengthen and increase the resources at their disposal.

The scientists who are doing the pioneer work in Africa would be stimulated and encouraged by contacts with colleagues working in other tropical areas such as India, Burma, the East Indies, Brazil and the West Indies. It is possible that some independent agency might do a work of singular importance in assisting a

better coordination of studies now conducted within the limits of government channels. Such an agency might assist governments in overcoming these national barriers. This is in line with the idea of regional grouping of territories under similar geographic and economic conditions, the type of regional organization represented by the Anglo-American Caribbean Commission.

X

HIGHER STANDARD OF LIFE

EFFORTS to increase the production of farm crops do not necessarily result in better living for the persons who produce them. While this is basic to such improvement, the results, especially in the plantation system, may, and frequently do, make for a concentration of effort upon the cash crop for an overseas market at the expense of food crops for home consumption. The cocoa farmer, in times of good prices, will frequently prefer to buy food instead of taking the trouble to grow it. In this respect the African farmer is not different from the cotton or tobacco farmer in the United States whose economic system revolves around the market crop; the whole trend is to favor that crop at the expense of everything else. The establishment of a more rational system cannot ignore the desirability of a surplus crop which can be sold and the money used to supply other wants. It must be admitted that efforts to change the emphasis to food crops have often been disappointing and that the progress has been painfully slow. Too little attention has been given to the habits and outlook of the people and to factors in their cultural background that make for cooperation or resistance to efforts for their advancement.

ADULT EDUCATION AND STANDARD OF LIFE

It is noticeable that educational systems are too often concerned merely with formal schooling of little children, leaving illiterate or nearly illiterate older people to go undisturbed along the path of least resistance. There is need to include the whole population in educational

development.¹ Not only must the people learn to read and write but their learning must be applied to practical ways of achieving better health, greater comfort in the home and greater satisfaction in community relationships. Health and sanitary officers, nurses and medical assistants increasingly place the emphasis on the preventive side in all medical services. These matters all involve community controls which must be intelligently understood if cooperation of the people is to be really effective. There is a great need for more educational efforts in behalf of adults, such as that of the Jeanes visiting teachers and the farm and home extension agents who help people to undertake simple improvements in their homes and on their farms. The individual farmer finds it easier to make changes if he gets good results and sees that his success brings community approval. A visit to a successful demonstration is more effective than much talk. The use of films also offers important possibilities for education.

COOPERATIVES

No plan will succeed unless it can be made easier for the small farmer who grows his own food supply to market his surplus, especially when he has only a small quantity of a staple cash crop. Cooperative buying and selling represents a hopeful approach to the problem of better living, and cooperative credit unions deal with the need of the small farmer for credit. Cooperatives have great educational value in giving the people a direct share in the commercial activities which link them with the world at large. They also build up a sense of responsibility and self-discipline in applying measures agreed upon for the grading and processing of the various

¹ See *Mass Education in African Society*. H.M.S.O., 1944.



A graduate of Achimota College, Chief Mate Kole, Gold Coast (see page 173) broadcasting locally. He wears the usual dress of a chief. The small attendant holds his staff of office.



British Official Photograph

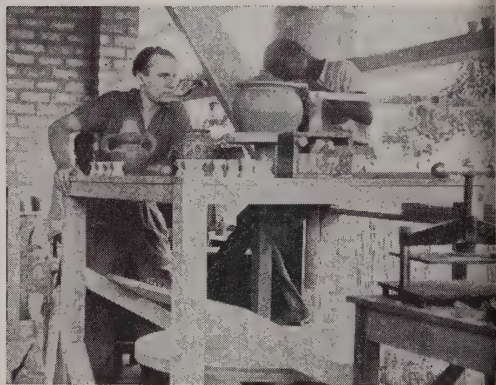
People of the Gold Coast hear radio news in the leading languages of the country. Here are the African broadcasters at their daily meeting preparing news bulletins and feature programs.



An African orchestra, Sierra Leone

British Official Photograph

Pottery department, Government Technical School, Brazzaville, French Equatorial Africa.



Left: Dipping a cloth, tied into a pattern, in indigo produced locally from the plant.

British Official Photograph

Right: A Yoruba woman, Southern Nigeria, weaving on the traditional hand loom.

British Official Photograph



products. Again, the lack of education and literacy limits the extent to which the African can draw upon the experience of other peoples. One of the best examples of the part played by cooperatives in improved standards of living is the story of the movement for adult education through economic cooperation in Nova Scotia.¹

Cooperatives are recognized and encouraged in a number of West African territories:

In the **French Cameroons** the Administration is encouraging rural loan societies (*sociétés de prévoyance*) and agricultural producers' cooperatives. African farmers are organized in these societies for joint economic action and mutual benefit. They are financed by the small yearly dues paid by members, who are entitled to borrow from the Agricultural Credit Bank. These organizations have a wide field of activity; they employ a number of agricultural experts and advance funds for the purchase of agricultural equipment and for the improvement of livestock. At the beginning of 1943, several thousand African growers were grouped in three coffee cooperatives. These societies were formed to provide technical assistance in picking and drying coffee crops and fighting coffee leaf diseases in order to procure a high quality product. They promote joint sales and encourage the establishment of coffee stockpiles. Each of these cooperatives owns a plant equipped for processing coffee. Payment is made in two installments: the first advance payment when the bean is delivered to the factory, and the balance at the end of the season.

Cooperative societies may undertake the following operations with the aid of the Agricultural Credit Bank: production, processing, storage and sale of agricultural products from communal plantations or the property of

¹ See *Masters of Their Own Destiny*. M. M. Coady. Harper & Bros., 1939.

individual members; purchase, building, installation and equipment of houses, workshops, storage sheds; purchase of machinery and tools needed for agricultural projects of benefit to the general public; joint purchase of machinery and equipment, animals, seed, fertilizer and all commodities needed for running the cooperative society holdings. African social insurance companies and various associations such as trade unions, cooperative societies and workers' federations may be affiliated with the Agricultural Credit Bank.

In **Nigeria**, the Registrar of Co-operatives reported over 200 cooperative societies doing a total annual business of £100,000. About 15 per cent of the cocoa crop is marketed through cooperative societies. Thrift and loan societies are steadily growing. In 1944 there were 181 units with 5,908 members with savings of £86,914. There were also 50 thrift and credit societies for farmers and small traders, with 1,550 members. Seven of these societies have women members only. One of them has undertaken classes to teach members to read and write. The Nigerian Co-operative Federation, organized in 1944, will take over by degrees from the Government the work of supervising and auditing cooperative societies and maintaining a provident fund for employees.

At a conference of cooperative societies held at Lagos in the early part of August 1944, the Governor of Nigeria emphasized that true cooperation amounts to economic democracy, and a good cooperative society is a school for good citizens. He appealed to private citizens in various walks of life to place their experience, talent and good will at the service of the movement which, he said, was one of the most valuable civilizing agencies any nation could possess.

In the **Gold Coast**, the cocoa producers' cooperative

societies represent the most important group of co-operatives. They marketed 12,420 tons of cocoa in 1944. In addition, these societies marketed the substantial amount of 150 tons of palm kernels. Food crop and vegetable societies are a new development, but in 1943-1944 they sold 2,330 tons of produce, mainly yams, for £22,000. The coffee society sold 46 tons of coffee beans as compared to 15 tons the year before. The timber society is said to have reorganized timber marketing in the province of Ashanti. Customers are assured of high quality seasoned timber, the standard of living of the sawyers is rising, and methods of production are improving.

The Governor of the Gold Coast states:

"It is my considered policy to build up the Co-operative movement in the Gold Coast, and steps have been taken to this end by the creation of a Department of Co-operation and the appointment of an officer experienced in this field as Registrar of Co-operative Societies. It is proposed to continue the conversion of existing marketing societies into general purpose societies for thrift, credit, purchase and sale, and generally for rural development. In the urban areas thrift and consumers' societies and in both urban and rural areas societies for the processing of local produce will be started as soon as possible. The necessary integration of primary societies into Unions and Central Societies will follow and finally a Gold Coast Co-operative Federation is envisaged, with Unions and Central Societies as members, to deal with export marketing, the provision of credit, the purchase of implements and other necessities, audit and supervision."¹

Educated Africans of character and loyalty are needed in increasing numbers to take posts of responsibility in the cooperative societies. It is significant that these societies are recognizing the value of education. The situation presents a fine opportunity for collabora-

¹ *General Plan for Development in the Gold Coast*. No. 11 of 1944, Government Printer, Accra, Gold Coast.

tion by government, mission and African organizations to guide the people in self-discipline and self-development, helping them to make the adjustments called for by increasing participation in world trade.

MARKETING EXPORT CROPS

Marketing is always a matter of vital importance to farmers because of the number of persons involved, and the problems of grading, processing, transport and storage. Farmers can understand local factors, but the causes of wide fluctuations in the world market are beyond their grasp. Cocoa is the mainstay of the Gold Coast, which leads all other countries, producing annually about one third of the world's supply. When prices are good, the people are prosperous, but when the price falls, they are in trouble. The stress of such times is mitigated if the peasant farmers grow sufficient food crops to meet their needs. Handling of the export crop in a way that makes for stability is also essential.

During the war the British Government found it necessary to intervene because of the shortage of transport which made it impossible to move the whole crop. The Government guaranteed the purchase of the entire cocoa production of the British West African dependencies, undertaking on the one hand to bear any eventual loss on resale, and on the other hand to return to these territories, by parliamentary vote, any eventual profit realized, for payment directly to the producers or for expenditure for their benefit. An account of the circumstances which led to the adoption of this policy and of the operation of the control system has recently been published in a White Paper,¹ which also contains a state-

¹ *Report on Cocoa Control in West Africa, 1939-1943, and Statement on Future Policy.* Cmd. 6554. H.M.S.O., 1944.

ment of policy in regard to postwar organization for the purchase and export of British West African cocoa. Government control has been widely criticized, but it is fair to say that the limited facilities for moving the crop have been evenly distributed both to producers and consumers and this has brought stability into a situation that would have been chaotic without such regulation. Some years there was a loss, but there has thus far been a net profit of £3,676,253. From this surplus, provision for research has been made to the extent of £1,250,000.¹ There is available for the financing of new organizations £1,377,233 for the Gold Coast and £782,861 for Nigeria. These measures, which are still in effect, in no way represent a departure from the cardinal policy of the governments of fostering and developing the cooperative movement among West African producers. It is hoped that the experience gained in this undertaking will be used to help stabilize the world market in the postwar period.

Cocoa has probably reached its zenith on the West Coast. The period of high profits has been passed and the margin of profit is not so wide. This puts the emphasis on better business methods of production, grading, processing and marketing, which the small farmers must learn if they are to survive and prosper.

SKILLED MANAGEMENT

The plantation has one advantage, in that it frequently provides high-grade managerial ability. The story is told of a cotton planter in the delta of the Mississippi. He was a man of unusual business ability. Even in the midst of the depression, when so many of his neighbors lost heavily, he was fully prepared for the

¹ This is imperatively needed because of the swollen shoot and other diseases.

emergency and always came out on the right side. He was asked if some of his Negro tenants did not learn some of his sound business practices and get ahead. He replied that some of them did. One, in particular, had saved his money and had bought a farm but he realized that he was coping with forces too complex for him, so he came to the planter and said, "I want to hire you to manage me."

Ideally, the small farmers can, through cooperation, employ men of expert ability to handle their affairs, especially where the volume of cash crops, careful grading and marketing are involved, and thus deal with markets and shippers on equal terms of bargaining power.

ITU LEPER COLONY, SOUTHEASTERN NIGERIA

It is relevant in this discussion to mention the leper colony of the Church of Scotland Mission at Itu as affording an example of economic organization and division of labor in a community of over 3,000 lepers on a farm of 2,000 acres. Almost all the needs of the people of this colony are provided for in a scheme of specialization which gives it a remarkable sense of community solidarity and independence. The colony grows its own rice, yams and oil palms, and the processing is efficiently done with machinery under the guidance of an experienced European engineer. Surplus sales bring in cash to purchase commodities which cannot be produced locally.

ANCHAU RESETTLEMENT PROJECT, NORTHERN NIGERIA

One of the most significant projects resulting in improved standards of life is a demonstration in an area badly infected with sleeping sickness. It led to the resettlement of a number of families on lands well chosen for

mixed farming. Not only did the families carry out instructions as to health and sanitation but, following directions of the agricultural officers, they were prospering as farmers. Moreover, they were alert and eager to learn to read and write and to have schools for their children.

The village of Anchau, in Northern Nigeria, had a population of about 3,000, 25 per cent of whom were infected with sleeping sickness. The resettlement scheme was undertaken primarily as a health measure in order to stamp out sleeping sickness. The disease has been successfully eradicated and the whole community has undergone a transformation in which nearly every government department has played a part. As an example of rural reconstruction it is comparable to the projects of the Farm Security Administration in the United States. The village was an old one, with houses built so closely together that proper ventilation, light and air were impossible and this gave the tsetse fly free range. The first step, therefore, was the removal of about one third of the population of old Anchau to a new village. After the removal of these people, several roadways were built through the old village; then the wells were made sanitary so that they ceased to become sources of dracontiasis and other diseases. In the new village sanitary wells were sunk with ample space around them, and streets were built to provide proper light and air. Appropriately enough the new village was called *Taka Lafia*, which means "walk in health."

It was found that the near-by stream was a breeding place for the tsetse fly. The doctors reported that it was too expensive to clear the whole area along the stream and the Forestry Department vigorously protested against cutting out timber that was greatly needed for

firewood and building purposes. However, after joint investigation an effective policy was agreed upon. It was found necessary to remove the shade on the banks of the stream in order to destroy the breeding place; this made it possible to leave standing trees that were only a short distance from the bank; moreover, the Forestry Department found that trees at this distance grew as well as those on the banks. Also it was necessary to clear up only those places on the stream where paths or roadways crossed. This has been done and through these measures sleeping sickness has been brought under control.

In many cases it was necessary to move the families to new land. This involved studies by the Agriculture Department as to the amount of land required and also types of land best suited for agriculture. It was found that the average family of seven persons required in this area 34 acres of land for grazing, cultivation and firewood. Families were removed from areas where the density of the population favored the tsetse fly and sleeping sickness. Nearly all these people keep cattle, chickens and goats, and in addition to food crops they grow cotton and tobacco, which bring in cash and give the family a much better economic status. In one house that we visited, the man had just sold his tobacco for £8, probably more cash than he had ever before had at any one time in his life. The transformation of these people was remarkable. They all wanted schools in their new villages, and we saw several of these schools at work with no equipment or books save a board with characters and verses from the Koran.

Under the direction of Dr. T. A. M. Nash and Dr. J. L. McLetchie, 477 square miles had in a short time been freed of tsetse by clearing 440 linear miles of stream,

and 64 sanitary wells had been sunk. A clinic is still in operation for the mass treatment of sleeping sickness but most of the patients come from distant points. The incidence of sleeping sickness has been reduced at Anchau from 25 per cent to half of one per cent. Forestry plantations are being encouraged, and citrus trees and papayas from Ibadan are also being planted with considerable success. By getting the people to use sanitary wells, dracontiasis, which was the second health problem to sleeping sickness, has been very largely reduced. In the new village school, two teachers are employed who are teaching not only reading, writing and simple arithmetic, but spinning, weaving, knitting and other handicrafts. The village has also undertaken a program of mass education for the adult population and employs a teacher at 30 shillings a month, together with a Moslem teacher to give instruction in the Koran.

The success of this project raises questions regarding the need for a policy of encouraging the resettlement of families from certain areas in Owerri Province of Eastern Nigeria where the pressure of population has caused overcultivation of the land with consequent erosion and lowered fertility, which depresses the standard of life. There are lands suitable for cultivation where, under efficient management, a much better life would be possible.

It should be emphasized that improved production, when accompanied by improved sanitation and health measures but not by improved standards of home life, will inevitably result in serious population problems. We believe that this must be taken into account in all planning for raising the standard of life, and that the experiments and activities mentioned in this chapter indicate lines of advance in achieving the desired ends.

Closely allied to the scientific aspect of tropical agriculture is the question of translating the results of research into the practices of the people. The social and traditional aspects of agriculture present problems just as real and baffling as those of soils, plants and animal life. This situation is one that is best studied by trying to do something to improve it. Several practical demonstrations which we saw are described in the following pages as representing successful steps in this direction.

OYO FARM SCHOOL, OYO, NIGERIA

The Farm School, under the direction of Mr. A. V. Gibberd, is operated by the Government under an allotment by the native administration. The object is to take a small number of students and give them two years of practical training in methods and principles of mixed farming. Twelve boys are accepted each year and there are 24 boys in the school. The average age of the boys is 15 and most of them have attended village schools for six years. The boys have some classroom instruction in arithmetic and language, and some shop work, but nine tenths of their program is strictly agricultural, most of it being practical demonstration. Only boys who intend to farm are accepted. The 540-acre tract of land is divided into three farms: one has cattle, and uses oxen for plowing; the second is used for the production of cattle, but all cultivation is by hand; and the third is devoted to small livestock — pigs, goats, poultry, etc. All rotations involve green manuring, supplemented by farmyard manure on two of the farms and by compost on the third. Each farm is self-supporting as to food and feed. The second year a boy is given $1\frac{1}{2}$ acres to cultivate for himself. He carries out his work under supervision, following the type of farming which he proposes to carry

on when he leaves school. On graduation the boy is given an allotment of £35 which enables him to stock his farm with animals, to erect buildings and to purchase simple equipment. The school has been in operation only a few years, but the boys who have gone out have given a good account of themselves. They follow farming, carry out the practices they learned at the school, and are influencing others, particularly in getting better cattle and other livestock. The Sanga cattle, which have the best resistance to the tsetse fly, are crossed with the small Shorthorn. They are kept in stalls certain parts of the day. These stalls are darkened by screens but chickens have free access. The chickens devour the maggots and keep down the flies, and it is found that by following this practice they can manage to raise cattle even in the tsetse area. The bulls are hitched to the plows and cultivators, but they are never worked in the middle of the day. A man can plow about an acre a day.

Everything about the school is simple, distinctly better than the average in the area and yet not too much better to be out of touch with the native customs, with the result that the school is looked upon as representing the next step in improved agricultural practice. The Oyo Farm School was established by agricultural education officers from the Moor Plantation as a means of getting boys interested in rural life and helping them to improve their standard of life. In this area, as in most of Africa, land is communally held and is available only to natives of the district, but the individual is secure in the use of the land allotted to him as long as he uses it well and conforms to tribal requirements.

The Oyo project is perhaps too expensive for application on a general scale, but the successful practices of

the boys should have a leavening effect wherever they may settle, and they may well be regarded as practical leaders of the people in better methods of farming.

SAMARU AGRICULTURAL COLLEGE

Samaru is located in Northern Nigeria, eight miles from Zaria and about 90 miles from Kano. It is being developed as a residential agricultural college. The college has been recently established with a special grant of £47,000 from the Nigerian Government for plant development. At the time of our visit there were 80 students. The college accepts the more mature students from the northern and middle portions of Nigeria. Their chief work is with the products of the northern district: cotton, ground nuts, soy beans, guinea corn and livestock. Samaru is set up on a basis somewhat comparable to Moor Plantation, but it has not yet become as well integrated into the education and activities of the people. Education is much more backward in the north and Samaru has difficulty in securing the desired students from the north. But the establishment of the college with the practical program of instruction will undoubtedly serve to stimulate boys to complete their preparatory training in order to avail themselves of the opportunity for further training at Samaru.

BUNSU PLANTATION, ACHIMOTA

While not an agricultural college, Achimota does teach the principles of agriculture, and on the experimental plots the best practices are demonstrated on a scale which could be followed by an educated African. The director of this department spends the greater part of his time at Bunsu but maintains constant touch with Achimota. At Bunsu there is a successful cocoa planta-

tion and also a considerable rubber plantation. Both are well managed and good practices are thus observed by students of Achimota who are in training there. One of the most successful projects at the time of our visit grew up out of a need of supplying the city of Accra with fresh vegetables during the dry season. The market gardens were planted along a small stream and the plots were under intense cultivation and irrigation, many of the young plants being shaded. This also was operated on a paying basis and was meeting a need of the families of Accra.

VETERINARY SCHOOL, VOM, NIGERIA

The school is to be developed into a full veterinary school with a six-year course based on matriculation or completion of the secondary school. The course for veterinary assistants covers six years. There is a special one-year course for assistants of a lower grade. Aside from training the students, the main work of the station has been to prepare and distribute serum for the control of livestock diseases. Rinderpest frequently occurs. The Fulani people move their herds according to the season and the grazing conditions. These migrations of cattle were a constant danger to livestock as long as there was infection in the herds. The school has finally won the confidence of the Fulani people who found that the serum was a protection and have, therefore, been quick to respond to recommendations of the veterinary college.

The war brought an unexpected opportunity which the school promptly took advantage of. Most of the dairy products and bacon were imported. With the shutting off of transport during the war, these supplies were no longer available. It happened that on the staff of the

veterinary college there was a person who was an expert in cheese-making, and another equally expert in curing bacon, both from Devonshire. The Fulani people readily brought in milk from their herds. This was used for making butter and cheese, and skimmed milk was fed to the pigs. The Africans would take the pigs and raise them under directions, and bring them back to be fattened and slaughtered at the school. Electric current was available and the school was able to build small refrigeration plants, a slaughterhouse and a curing plant. Bacon, cheese and butter were sent to plants in Lagos for cold storage and distribution. In a short time Nigeria was producing as much as was formerly imported. This does not mean, however, that the market has been completely supplied. The imported products were used chiefly by the European population and those Africans of education and European habits of living. The veterinary school is fortunately situated on the plateau near Jos, about 4,000 feet above sea level, and during most of the year cattle find ample grazing.

These activities have profoundly influenced the community and there is a question whether they might be continued on a cooperative basis as a collateral activity of the veterinary school. Certainly the program has involved the education and economic improvement of large numbers of Africans, and it points the way to the development of other local industries for which a market may be found.

XI

RURAL EDUCATION

EDUCATION represents the organized effort of society, on the one hand to preserve its cultural inheritance and, on the other, to master its environment and make it yield a satisfying life through the application of knowledge and technical skill. The school is essentially a social invention to save time. Its purpose is to put young people in possession of the store of knowledge and experience of the past so that when they reach maturity they may have the benefit of the best that their elders can give them. We are too accustomed to thinking of education as a formal academic matter which deals with learning to read and write and to use symbols to convey thought, make calculations, and record and interpret experience.

Anthropologists have pointed out that education is a much older process and that all peoples, even the most primitive who have no written language, have nevertheless organized some method of handing down to youth the knowledge and ways of life that they believe in as supremely valuable and wish to perpetuate. In these customs various practices have outlived the original purpose which they had in the remote past, but they continue as a part of the tribal lore. The African system grew up around the struggle with nature for the production of food, for the reproduction and perpetuation of family and tribal life, and for protection against enemies, disease and unseen dangers. Superstitions hoary with age, belief in the power of magic and in unseen forces — all are rooted in aims that are sound although

they may fall short of meeting any scientific or objective test.

The Gold Coast Education Committee Report for 1937-1941 quotes a statement from the Report of the Oxford Conference on Church, Community and State: "Education is the process by which the community seeks to open its life to all individuals within it, and enable them to take their part in it." It goes on to express a concern for the quality of the life of the community and the spirit that inspires its educational policy. The Report ¹ further says:

"This view is affirmed by the statement of the Colonial Office in its Memorandum of 1925 that 'native education must be based on religion.' The Gold Coast people and Government have in the past recognised this truth by supporting a Christian ideal and way of education. With all the more confidence, therefore, do we state our belief that the essential purpose of education is to open to the citizens of a country a life which is rooted in the unseen and eternal realities, from which all the potentialities of the child will draw the means of growth. Spirit, mind and body are all alike the concern of education."

Recognition of the wholeness of life has kept the missions from being satisfied with formal schooling of the traditional kind and has made for a fresh approach to education through the activities of the people. The early efforts of the missions were often primarily concerned with religious doctrines and teaching adults to read the Bible. In the popular mind this is too often thought to be the complete program of a mission school. While there are schools which limit their program to this, they are not typical of the missions playing the leading part in education. Modern missions have pioneered in effective methods as well as in the social

¹ *Report of the Education Committee 1937-1941, Gold Coast.* Government Printer, Accra.

content of education. They have led in the movement to understand the cultural background of African society and in the appreciation of the importance of the native languages, and they have been foremost in creating medical and health services. In the tradition of David Livingstone, they have understood the value and significance of commercial developments but they have constantly worked for the restraint of commercial practices detrimental to the people. In most African territories the best mission schools have achieved a position of extraordinary influence.

“In the British West African colonies the provision of education has been due largely to the work of the Christian missions, and much of the credit for the present progress must be given to them. With encouragement, but at first with little financial support, from the colonial Governments, the missions from the outset of their work established infant and primary schools in the towns and villages within the orbit of the local church or mission station. As the African churches became more self-governing and self-supporting, they gradually took over the responsibility for maintenance and extension of the schools, since Christian parents wanted their children educated and were prepared to pay fees to get this education. . . .

“The work of education was begun, and for many years carried forward, almost entirely by missionary effort. The mission schools are now largely financed by the colonial Governments, which also provide the inspectorate and the machinery for maintaining academic standards. The Governments have also provided a certain number of schools, mainly secondary and technical, and the villages themselves have taken the initiative in starting a great number of small or ‘bush’ schools which subsequently qualify for Government recognition and assistance. It is however true to say that education in West Africa is still for the most part, in one way or another, under the management of religious bodies.”¹

The above quotations bear significant testimony to the pioneer work of Christian missions. The emphasis of

¹ *Report of the Commission on Higher Education in West Africa*. Cmd. 6655, H.M.S.O., 1945.

many religious organizations on literacy as a condition of church membership has contributed enormously to the intellectual awakening of Africans. Missions have undertaken to give the Africans the best in western civilization and, at the same time, to build up a sense of responsibility as a steadying force in the wide adjustments that literacy makes possible.

In introducing modern education in Africa it has been found wise to adapt the techniques of western culture to African backgrounds. The new education thus finds validity in African minds as it reveals better ways of dealing with environment, producing and preparing food, caring for children, protecting health and attaining good social relationships.

EDUCATION OF THE WHOLE COMMUNITY

The two Phelps-Stokes Reports (1922 and 1924), and later books growing out of observations and studies in Africa by Thomas Jesse Jones,¹ deal with community education at greater length. An account of rural reconstruction in Macedonia, initiated by the Near East Foundation,² describes a program much of which might be applied to Africa. An account of the development of extension work in a number of countries throws light on fundamental principles.³ Considerable progress has been made in some parts of Africa through the agency of visiting teachers; such work was discussed at the Inter-Territorial Jeanes Conference at Salisbury, Southern Rhodesia, in June 1935. The pioneer Jeanes School in Africa, established in 1926 at Kabete, Kenya, was fol-

¹ *Four Essentials of Education*. Thomas Jesse Jones. Charles Scribner's Sons, 1926.
Essentials of Civilization. Thomas Jesse Jones. Henry Holt & Co., 1929.

² *Come Over into Macedonia*. H. B. Allen. Rutgers University Press.

³ *Farmers of the World. The Development of Agricultural Extension*. Columbia University Press, 1945.

lowed by others at Domboshawa and Hope Fountain in Southern Rhodesia and at Zomba in Nyasaland. The latter has been singularly successful in enlisting the cooperation of the local chiefs in carrying out village programs of health, sanitation and the production and preparation of food.

The techniques used are similar to those of Jeanes visiting teachers, farm and home extension agents and visiting nurses in the southern United States. They are similar also to some of the activities of the Young Farmers' Clubs and of the Women's Institutes of Great Britain. These practices are spreading. They need to spread more rapidly and they may be expected to do so as teachers and education officers learn more of their significance for the social, cultural and economic development of African life.

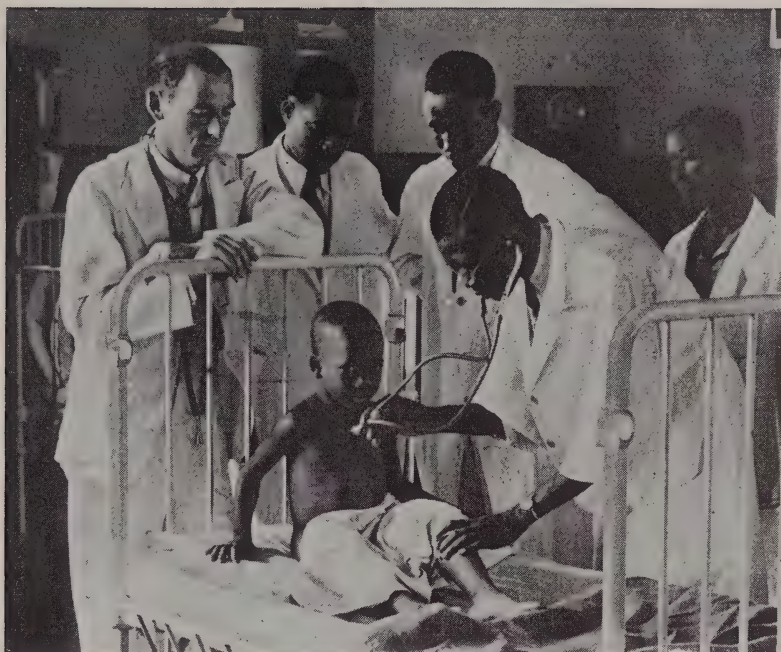
Before discussing the effect of such movements in West Africa it may be well to mention a few general facts about rural education in this area. We have already pointed out that education is still largely in the hands of missions. Although government plans and expenditures are increasing rapidly in most territories, much of the expansion takes place by extending the work of schools established by missions. The village is the unit of African social and economic life, and the village school is the basic unit of the system of education. It corresponds to a rural school in the United States. While cities and towns are steadily increasing, especially in the mining districts and in commercial centers, the vast majority of the African population is rural and is to be found living in villages. In a large village there may be a central school for a group of outlying villages. Typically, a mission planted in a village builds a church and begins some instruction for enquirers. Later, classes for chil-

dren are started. As the church and school grow, the mission becomes a center from which Africans go out and begin work in other villages. In the central station there is often a doctor or nurse giving medical service and training African assistants.

HEALTH AND EDUCATION

Tropical Africa is considered one of the unhealthy areas of the world and any system of rural education must aim at the improvement of health. It must also deal with the improvement of agriculture, especially the production of an adequate quantity and variety of food, and with the improvement of the home. We conferred with the Economic Officer to the British Resident Minister with reference to the projects to be considered for aid from the Colonial Development and Welfare Fund. He said that he had traveled 15,000 miles, in all parts of West Africa, and that he had consulted government officials, European businessmen, native rulers, and individual farmers in their fields and in their homes. They all agreed in saying, in effect, "Give us clean water to drink, and education." He said the only difference was that the Europeans put clean water first and education second, while the Africans put education first. This testimony, which recognizes the significance of pure water, shows the effect of education in the general awareness of contaminated water as a source of disease.

The usual mission program includes some medical service. Where this service can be given in a hospital by doctors and nurses, a training course for nurses and medical assistants is offered as the best means of training Africans who will go out and bring some measure of medical service and knowledge of sanitation to the

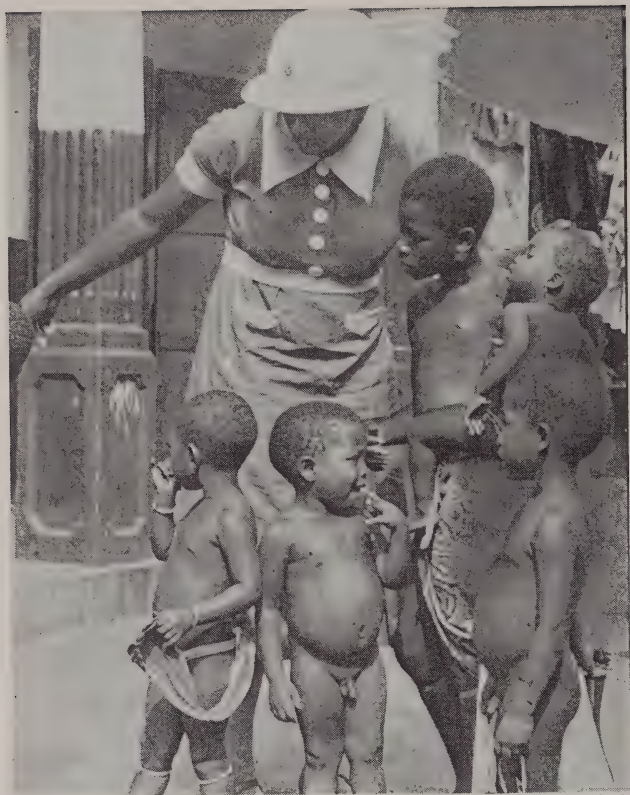


E. H. Duckworth, Editor, *Nigeria*.

Medical students in training at Yaba Higher College, Nigeria.



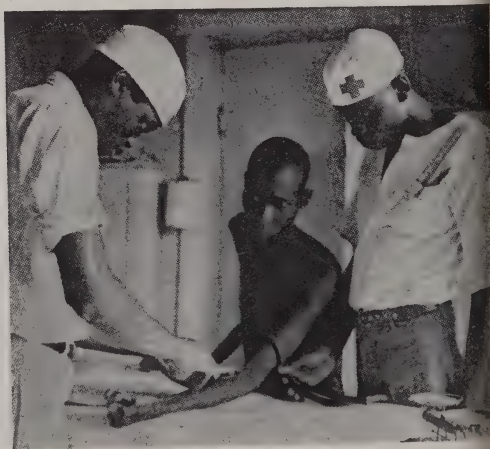
Prevention of disease through clean water supply in a Congo village built by Disciples of Christ Mission, Bolenge.



African nurse in welfare work, Accra, Gold Coast.

Margot Lubinski

Mission-trained medical assistants, Belgian Congo.



Belgian Government Information Center

masses of the people. It is impossible at this time to consider placing physicians in touch with the great bulk of the population. Both governments and missions have found that a realistic approach to the problem which is both feasible and successful is to establish hospitals and dispensaries at central points and train medical assistants and nurses to render service in smaller dispensaries in the outlying districts. These workers secure the confidence of the people and lead them to make many improvements in the sanitation and protection of their homes and villages. Adequate protection demands the cooperation of all the people and it is essential to regard the work of these persons as educational. It is significant that in the Belgian Congo, where Protestant schools are not government-aided, the Government does give grants-in-aid for the work of some of the leading missions in training medical assistants and nurses. This shows recognition of the fact that persons trained in the missions have the character to withstand temptations and that they are rendering a service of inestimable value to the people.

AGRICULTURE AND EDUCATION

Agricultural education is discussed elsewhere in this report, but it should be mentioned as a part of the program of the village school, and particularly a part of any program of mass education. The people of tropical Africa suffer from malnutrition. It is therefore necessary to influence them to grow the kinds of food that they require and to give them an understanding of the significance of a balanced diet. There is consequently a realization of the necessity of using the farm activities of the people as a means for their education and improvement and for the enlightened use of food in the

home. In one mission school, the reasons for a balanced diet, and the cost in the local market of foods required, were chalked on the wall of the school dining-room. It would seem that boarding schools might do much to improve the food habits of the pupils by arranging the catering and not leaving the boys to buy and cook their own food, as is often the case at present.

In Nigeria, the Government has set up an Agricultural Education Section Staff composed of four Europeans and eight Africans. Two government agricultural training schools have been established at Ibadan and Umuahia for the training of rural science masters who are employed in many of the central village schools (see page 115). Their training and salaries are paid by government grants, though they are generally attached to schools operated by missions. They correspond in many respects to the teachers of vocational agriculture in rural high schools of the United States. While their chief duties are teaching classes of boys in the schools to which they are attached, they also conduct a school farm. The school farm consists usually of two or more acres of land adjacent to the school compound and it represents a practical demonstration of good farm practices. It is a distribution center for good varieties of plants and seeds and exercises considerable influence among the adult farmers. The candidates trained as rural science masters are carefully selected teachers. Upon the satisfactory completion of the special one-year training course they are assured of employment. We regard this as one of the most constructive government efforts to influence native African farm practice.

THE CHURCH AND RURAL EDUCATION

Awka Training College, situated in the midst of a densely populated area of Eastern Nigeria, has recently

taken on its staff an agricultural missionary trained in Canada — Mr. Kenneth Prior. He has given special attention to erosion control and is securing a good response from the people through church, school and other organizations. In this area one sees Bahama grass, flowers and shrubs on church and school compounds heretofore bare and subject to erosion. He has strengthened and encouraged the work of the rural science masters in the development of mission school farms, using them to demonstrate good practices and to distribute good varieties of seeds and plants. He has also emphasized the saving of all vegetable matter in compost heaps for use in enriching the soil. The raising of rabbits and better breeds of poultry is encouraged.

In this area a rural conference was held, attended by both Africans and Europeans, at which there were representatives of missions from Western, Northern and Eastern Nigeria. A number of government officials attended, some of whom addressed the conference. There was widespread agreement on constructive proposals for the betterment of rural life. Following on this conference a plan has been put forward for a rural training and demonstration center as a cooperative undertaking of the three major Protestant missions working in Eastern and Southern Nigeria. The aims are:

1. To encourage youth of school-leaving age to return to their homes, to get established on the land or in some other worth-while rural occupation, and to take a responsible part in the welfare and development of the Christian community to which they belong.
2. To provide a program of vocational education which will endeavor to fit youth to grasp the opportunities for sound rural living which abound in the developing economy of the country.

3. To provide simple, inspirational, educational opportunities for the great mass of youth past school age who are illiterate and often untrained in any native craft.
4. To provide training in sound rural practices for selected families who can then return to their communities to serve as basic family units, or nuclei, for improvement projects to be started in their areas.
5. To demonstrate the practices advocated for the communities.
6. To provide a practical observation center for groups of village leaders such as pastors, catechists, teachers and others. "Clergy Weeks" and "Teachers' Weeks" might be held at the center.
7. To provide specialized training and observation facilities for specialized African rural workers.
8. To provide a headquarters, or center, for all the rural development activities of the areas.

We consider that this movement, initiated by the Church, is of great importance and, if successfully carried out, may be a precedent for similar developments elsewhere.

THE EDUCATION OF WOMEN AND GIRLS

No plan for a balanced improvement of an African community can fail to take into account the home life of the people, and yet this aspect of education has been singularly neglected. Girls are greatly in the minority in the elementary schools in every territory we visited. There is also a disparity in facilities provided for them in all types of schools. In part, this reflects traditional attitudes typical of all countries in the early stages of women's education. It also reflects a vocational attitude towards school education as a means of preparing boys for opportunities in commercial and government service.

In the view of the people, the vocation of girls is marriage and the home, training for which is given on traditional African lines. But we found everywhere a growing conviction regarding the importance of the education of women. The Commission on Higher Education calls attention to the need in no uncertain terms:

“We are deeply concerned about the backwardness of women’s education, especially since all improvements in the homes and in the bringing up of children will be delayed until a great drive is made to educate the women and girls. We have stated elsewhere in our Report our belief that improvement in general health and in hygienic conditions of living must be one of the main targets in the general progress of the people. The health and hygiene of the masses of the people in West Africa are largely in the hands of the women. While the women and girls are uneducated, little or no progress can be made.”

It is encouraging to note that the Brazzaville Conference also attached importance to the development of education for girls in order to build a sound social and family life.

Missions have been the pioneers in girls’ education. In addition to the establishment of elementary and secondary schools, and training in nursing and teaching, they have set up marriage training schools which recognize the good elements in traditional practices and have built on this foundation. We found that they were concerned also with the extension of education on Christian family life through women’s fellowships and other church organizations. The Methodist Mission, Kumasi, Gold Coast, is undertaking a program of educational work among village women which gives promise of far-reaching results.

Opposition to the modern education of women is inherent in Moslem law and practice, and presents special difficulties. This accounts for the very slight

provision that has been made for women and girls in Northern Nigeria and other Moslem areas, but the fact that several emirs in Northern Nigeria have sponsored government schools for girls indicates the possibility of development. The whole matter of women's education in Moslem areas requires further study and experiment.

XII

STAFFING OF SCHOOLS

WEST AFRICA is on the eve of a rapid expansion of education in both range and extent of opportunity. In the nature of things this must be a concurrent advance in all the principal fields, but the point most frequently emphasized by Africans and Europeans is the need for multiplying the village schools, spreading literacy, giving all the people an appreciation of useful knowledge as a basis for health and sanitation, for better agriculture and home life. Village schools are needed to teach not merely the three R's, but the application of knowledge to the life of the people, and there are excellent demonstrations of this type in all the territories that we visited. Advance in all these fields is dependent on a supply of trained teachers.

THE RURAL COMMUNITY AND THE VILLAGE SCHOOL

In considering the training of village teachers it is essential to bear in mind the nature of the rural community which these teachers must be trained to serve. All the territories visited must live by agriculture and the majority of the population will continue to be a rural one. Rural people the world over have these things in common: they are rooted in the soil; the land and what it produces are of supreme importance; and their lives are regulated by the seasons. They combine with farming the practice of crafts which supplies them with needed commodities; for recreation they are dependent on themselves. The religious sanctions and traditional practices of the community train the rising generation in the distinctive activities of men and women required

to preserve its life. An alteration in these distinctive activities, such as transfer of some of the agricultural work from women to men, alters and may destroy the traditional pattern.

Agriculture has been discussed in preceding chapters, as have efforts to put at the disposal of rural African peoples knowledge which will enable them to utilize better the resources of the land. Nevertheless, we found that in the opinion of many rural people the school was not closely related to their lives and occupations. Some were reluctant that their children should go to school lest they be weaned from the land, while others sent their children to school with the intention of their leaving the farm to become wage earners.

An informant writes:

“The slogan ‘agricultural bias in education’ has been interpreted in various ways but no scheme has yet succeeded in making boys want to be farmers unless: a) they could find no less laborious work or b) they were provided with financial inducement in the form of assistance in training. They will never go into farming after a primary school course, much less a secondary course, until it has been demonstrated beyond a doubt: 1) that farming can pay, and 2) that the farmer’s life in the village can be a full and interesting one.

“There seems to be comparatively little hope of demonstrating either of these things if we continue to expect boys as individuals to go back to the land. While in school they have lost a certain amount of the farmer’s feeling for the soil and his skill and dexterity. Security of land tenure cannot be assumed under present systems. The marketing of produce is done mainly by the women and in an extremely uneconomical fashion. It seems to be only in a community with similar ideals, with determination to follow modern methods, and with complete cooperation in buying, selling and the use of tools, that any hope exists of finding a good life on the land. How to plan such communities without introducing a quite foreign sort of organization is a task for the expert and for one who knows African ways and thoughts sympathetically.”

In all territories there was a realization that with the coming of modern education and trade many of the old African crafts and skills were dying out, with a corresponding impoverishment of the life of the people. In order that samples of these should be preserved, some attempts were being made to establish museums but these were limited by lack of resources. The activity of the Institut Français d'Afrique Noire, and the emphasis from British territories on the necessity of further museum facilities,¹ are encouraging, as is the interest in enlarging existing museums in the Belgian Congo.

We found a growing realization that to preserve and develop local crafts required research and expert advice. At the government technical school in Brazzaville there was awareness of this. The Institute of West African Art, Industry and Social Services is designed to meet this need in British West African colonies. Research and experimentation were going on there in pottery and textiles, as was the training of Africans of some education as apprentices, and the instruction of teachers in craftwork which is benefiting rural schools and communities. District craft centers were being set up to foster and direct the teaching of crafts in rural schools and villages. We saw one such center at Tamale in the Northern Territories of the Gold Coast.

In British Togoland we saw a village weaving industry, supervised by Africans trained at the Institute under the guidance of the expert in textiles. Cloth was marketed cooperatively, and orders from schools for materials for uniforms and other purposes were absorbing a good part of the output. The development of such local industries, rooted in the culture and skills of the

¹ *Report of the Commission on Higher Education in West Africa*. p. 41, par. 46 and p. 163, par. 95. H.M.S.O., 1945.

people, is a necessary step towards raising the standard of life of the rural population. For such development the help of higher institutions is needed, combining research in economics and indigenous crafts and cultures with the training of apprentices and teachers for work in rural schools and communities.

Missions have been pioneers in founding industrial schools and in encouraging the development of local industries which have helped to raise the standard of life of the people and to provide them with commodities both for sale and for their own use.¹ In many villages we saw carpenters and other craftsmen trained in mission schools, and in some rural mission schools we found that local craftsmen were teaching their crafts to the pupils. Great services have been rendered during the war by mission schools in supplying commodities which had formerly been imported. The Booker Washington Institute in Liberia, for instance, supplied government, military and business offices with necessary furniture. War shortages have also stimulated the processing of local materials in village schools. Examples seen included the making of brushes, string, chalks, blackboards, and music modulators woven in raffia. Some pupils practiced crafts in their spare time. Boys at Yakusu, Belgian Congo, for example, were weaving sleeping mats which they sold in the local market to help cover their school expenses.

We saw in British colonies results of some useful craft teaching in the prisons, notably in pottery and shoe-making. A competent cobbler in Accra, Gold Coast, had

¹ A few instances are:

The Industrial School of the American Presbyterian Mission, Elat, French Cameroons.

The Swedish Mission Industrial School, Brazzaville, French Equatorial Africa.

The Albert Academy, United Brethren Mission, Freetown, Sierra Leone.

over his workshop the legend: "Trained in His Majesty's Prison."

It was evident in all territories visited that music, rhythm and drama play an important part in the life of the people. In both the French Cameroons and the Gold Coast we saw examples of how rural schools can enrich the life of the community by fostering these arts. The Department of Music at Achimota College, Gold Coast, and the training in music given at Akropong Training College, Gold Coast, both under African leadership, are enriching the life of the community through teachers in rural schools who have studied in these institutions.

In considering the relation of the rural school to the community, it is important to remember that rural people live near to natural processes and are little affected by the man-made complications of town life. D. Spencer Hatch, out of his experience of rural extension work in India and Mexico, writes: "It matters not the slightest what religion a rural dweller professes — whether Hindu, Christian or Mohammedan. He feels that all helpers in extension must have a spiritual basis and tries to find such a foundation in his own religion. Or he seeks for it in other religions. He realizes that officers who are careless in religion cannot lead spiritually minded people."¹ The contention of the Gold Coast Education Committee that "spirit, mind and body are all alike the concern of education" (see page 140) must be borne in mind in all plans for the adequate staffing of schools.

STATUS AND ATTITUDE OF TEACHERS

We met many mission teachers in country schools

¹ *Farmers of the World: The Development of Agricultural Extension*. p. 76. Columbia University Press, 1945.

who put service to the community first, live close to the people and work with them in and out of school. Writing of the spread of education, a correspondent says, "It seems evident that the necessary sustained enthusiasm, initiative and willingness to serve without reward will not be forthcoming except from Christian communities."

Teachers are beginning to organize themselves into professional groups. The spirit animating these groups and their recruitment of teachers is of primary importance for the expansion of education. The Nigeria Union of Teachers, with a membership of 3,000, has a full-time secretary, Mr. E. E. Essua. We had the pleasure of several talks with him and of meeting members of the executive committee. The Union of Teachers rightly calls attention to malnutrition, the low means of the people and the need of extending health and educational services. They fear that secondary education may be too limited in content and extent. They endorse the estimate of the Government Ten-Year Plan for Nigeria that 80,000 teachers will be required to provide education for the children of the country. The British Advisory Committee on Education in the Colonies, commenting on the Ten-Year Plan, says: "Clearly the basic need is the provision of teachers, and this in turn depends on the possible supply of candidates for admission to training centers." The Committee raises the question of available support for 80,000 teachers from missions, native authorities and government. No greatly increased financial support can be expected from missions, and the amounts available from the other two sources are limited by revenues. It suggests a goal of 64,000 elementary teachers in 30 years, with two thirds paid on an average annual salary of £48, and one third on an average annual salary of £30 (approximately existing scales).

The main emphasis of the Union of Teachers is on better salaries and working conditions. The task of the Government is to strike a balance between the need of improvement for the teachers now in service and the need of distributing educational facilities more widely with the revenues that can be obtained. The views expressed in conferences with teachers, while favorable to extending education to all, gave insufficient evidence of readiness to supplement government effort by voluntary initiative. But no great movement in mass education has ever been achieved without a ground swell from the people themselves.

PUPIL TEACHERS

For a number of years to come the supply of teachers will have to be augmented by the use of cadet or pupil teachers who have received their training in central rural schools. A fine example of this is afforded in the Ididep Vocational School, Eastern Nigeria, conducted by the Church of Scotland Mission. Besides being a good rural school, which takes students through standard six, the school has made a feature of handicrafts; the students make beautiful wicker chairs, do raffia work and weaving, and a market has been found for all the products of the school and community. Then there is a probationary teacher-training course of one year and the cadet teachers, under guidance, conduct the infants' school. They make all of their charts, blackboards and equipment. On the floor was a large map of Africa, made by the pupils. The village elders accompanied us on our tour of inspection, which gave evidence that the school was rooted in the life of the community. Teachers who have completed the course are resourceful enough to cope with primitive village life, showing the people how to help themselves. They carry out the injunction of

General Armstrong, founder of Hampton Institute, "Take advantage of your disadvantages."

There should be more facilities for teacher training at central schools like Ididep. In no other way can a supply of teachers be developed as rapidly as the need requires. In the western and southern United States the county training school filled a similar need by offering a simple and practical course for rural teachers on completion of the high school course.

VISITING TEACHERS

A number of missions are finding it helpful to employ a visiting teacher of superior training to work with the less trained teachers in the village schools of their district. We met several of these visiting teachers and observed the good effects of their work. The Scottish Mission in Eastern Nigeria employs three visiting teachers who either travel by bicycle or walk. They help with the school gardens, the production of more food crops and the improvement of health and sanitation. This idea is gaining official approval, as evidenced by the Ten-Year Educational Plan of Nigeria which suggests that much might be done through "providing a cadre of trained visiting teachers," and by the Gold Coast Education Committee Report which suggests that "selected men should be trained by special courses to work as visiting teachers in a group of district schools. In general, such special courses should be given at the proposed new two-year training colleges."

TWO-YEAR ELEMENTARY COLLEGES

The main attack on the problem of training elementary school teachers is being made by both missions and government in the training colleges. The need of further

training facilities for teachers is recognized in the Belgian Congo and in French colonies. In the Gold Coast, 40 two-year elementary training colleges are envisaged in the early future. Similar proposals have been put forward for Nigeria. The chief difficulty of this development is to obtain the necessary training-college staff. While many Africans are doing notable service in this field, it will be many years before an adequate number of African personnel for posts in the training colleges will be available.

RECRUITMENT OF STAFF TRAINED OVERSEAS

The situation boils down to this, that in all the territories visited more persons with European training are required to train African teachers who will educate and develop the African people. Undoubtedly a much larger number of European teachers are required to put into effect educational plans now approved. French officials spoke of recruitment of staff in France as an immediate need. On the British Government side, the suggestion has been put forward that conditions of tenure be made flexible enough to permit bringing from the home countries teachers for varying terms, say five to ten years, without loss of tenure and pension rights in the home educational system. Experience in the colonial service for more teachers would foster a broader outlook on colonial relationships. Similar appointments to certain posts in mission institutions might well be considered.

Rural schools badly need staff members who have the understanding and the skill to guide education in such a way that at least a considerable number of the pupils will look forward to farming as a vocation. Staff of the two-year elementary training colleges require this back-

ground, for all too few teachers have it at the present time. In this connection a correspondent writes:

"The Southern States of the United States seem to offer the most useful source, and the visit of Mr. Thomas Campbell has suggested afresh how very helpful to Nigeria would be the knowledge and experience of men brought up in these states, and particularly those associated with Tuskegee Institute. Negro supervisors of rural schools could orientate the work of the school and the thinking of the pupils in such a way as to make new knowledge fit into the lives of a people predominantly agricultural, and could spread among teachers information about the plan of farming in the life of progressive countries elsewhere, and could gain the familiarity with local African conditions which would enable them to set about the development of successful farming groups as proof of their teaching."

FACILITIES FOR TRAINING OVERSEAS

In Great Britain, the Institute of Education of London University is a center of training and recruitment. It brings together Africans and Europeans for special educational courses and makes available collateral resources in economics, sociology, anthropology and linguistics. It is in close touch with the Colonial Office and with the policy-making and administrative agencies centered in London. The present leadership of the Institute is taking full advantage of these opportunities and is well informed on significant movements in other countries. Persons working in all parts of the world meet in these courses.

In the United States, Agricultural Missions, Incorporated, has been set up to facilitate mission work among rural people. This organization, through its secretary, Dr. J. H. Reisner, has become a clearinghouse of information for work in this field and is performing an important service in putting missionaries in touch with significant demonstrations. At the suggestion of Dr.



British Official Photograph

Crafts at a Gold Coast school.

Administration building, Achimota College, Accra, Gold Coast. Founded in 1925. There are 600 students, boys and girls. The staff includes Africans and Europeans.



British Official Photograph



British Official Photograph

A geography class, Achimota College. The master is a graduate of Oxford. The girl is wearing the College blazer with the coat of arms — the black and white keys of a piano, symbolizing racial cooperation.

Reisner and under the sponsorship of the Rural Committee of the Foreign Missions Conference of North America, Cornell University (Ithaca, New York) has set up a one-year course for furloughed and newly appointed missionaries. This course is proving of great practical value to these persons, whose work will be with village people and whose previous training has been that of the usual liberal arts college followed by seminary or comparable training. It includes social anthropology, food and nutrition, rural sociology, agriculture, home and family life, visual education, with a wide range of choice according to individual interest. A few African students have attended Tuskegee Institute which, by reason of its southern location, is concerned with many of the crops grown in West Africa, such as cotton, ground nuts, rice, sweet potatoes, sugar cane and sub-tropical fruits. The recent incorporation of the graduate schools of agriculture and veterinary science at Tuskegee means that this institution in the future will have more to offer advanced African students. Courses of this kind might be supplemented to advantage by field trips for mature people, both Africans and Europeans, allowing them sufficient time to get an adequate understanding of the particular type of rural extension service in which they are engaged.

TRAVEL AND EXCHANGES IN AFRICA

There are in Africa some fine examples of rural education related to the practical life of the people. Visits to these schools would be very helpful to young African teachers and missionaries. Exchanges of staff within African territories would also be of value. The Gold Coast Education Committee Report says, "considerable benefit would accrue from interchanges of staff between

the Education Department, Achimota College, and the training colleges of the Missions.”¹

The importance of travel and exchange of views in Africa is well expressed by a correspondent working in a British West African colony:

“Missions and Government Departments are working in isolation. For the Departments it is wasteful, inefficient and short-sighted; for the Missions it is quite wrong.

“There is evidence of the most admirable pioneer work being done under Government auspices in one technical department or another, by men and women who show not only expert skill but a genuine passion for the work itself, and a living interest in the people for whose good they are planning and experimenting. But comparatively little is known about their achievements among the public, in the Missions, or even in some other Departments.

“Correspondingly, there is the most appalling ignorance within the Education Departments of the actual work and worth of the village school. Reports of Government visiting teachers tend to deal with regulations and records; European education officers never see such schools; and they are commonly believed to be such caricatures of schools as to be really a liability to the country — which pays not a penny for their upkeep.

“Without any doubt there is being done in many village schools, supported entirely by the local people, and under ‘untrained’ teachers, teaching of small children in their own language which compares more than favorably with that given by trained teachers in large central schools. The teacher, moreover, is a real member of the community, and all that is progressive tends to be centered in the school. Good supervision by African visiting teachers is almost a prerequisite; and occasional courses conducted by them or by European supervisors have often served to introduce modern individual methods, with home-made apparatus, in the most remote schools.

“There are indications that the Government is realizing the need for inter-departmental consultations, for conferences of District Officers, and so on. The Missions have not the financial or staffing resources to be able to provide many opportunities for conference, but they recognize their great value. In some instances they deliberately try

¹ *Report of the Education Committee 1937-1941*. Government Printer, Accra, Gold Coast.

to ensure that representatives sent to such conferences on educational, church and medical matters, shall be different people, so as to multiply the contacts.

"The refreshment of mind and spirit that can follow from visits paid to fresh localities, and from watching the work of new people, has scarcely been reckoned at all; neither has the alteration that takes place in one's conception of one's own work after a spell of travel.

"Despite the difficulties, expense and interruptions that would be involved in arranging for missionaries to pay visits to other areas, or to see the activities of Government and Native Authorities at first hand, the net gain would surely justify the experiment.

"Where separate Missions in neighboring colonies are carried on by one home Church, there ought to be consultation, if not occasional lending of staff. Where agricultural training is given by a Mission, its instructors ought to be familiar with the experimental efforts of Government and of individuals in many areas.

"Missionary Boards in Britain and America, with shrinking incomes and innumerable fresh demands for expansion, can hardly be expected to set aside sufficient funds for providing travel facilities for their missionaries overseas, or to convince their supporters at home that such expenditure is for the benefit of the work.

"This is probably a case for endowments or bequests of considerable size, for a tour which was not comparatively leisurely and adjustable would tire rather than exhilarate. The more restricted the funds available, the greater would be the tendency to follow well-worn routes where transport is plentiful and the less chance would there be for the missionary to see and understand the people of the country. Study of local crafts, farming methods, erosion problems; visits to leper colonies, markets and tin mines; — such things should have their place in a tour, as much as talk with officials and missionaries doing interesting jobs.

"It is a sound desire that prompts teachers nowadays to insist on having one really long holiday, in the dry season, so that they may travel. It would do many a missionary good to be cast out of his own Mission area for several weeks — and many an official too."

STUDY AND EXCHANGES OVERSEAS

There are many Africans studying overseas, and an increasing number of scholarships are being given by the

British Government for this purpose. There were 249 students in Great Britain from British West Africa in 1944. The chief fields of study were: medicine 76, law 36, social science 30, arts 20, science 20, commerce 13, engineering 12, dentistry 9, African languages 8. No exact figures can be given for those studying in the United States, but there are a considerable number, particularly from Liberia and Nigeria.

Travel and exchanges are useful in bringing to Africa the results of successful practices in other countries, as well as in helping to bring about a better understanding of Africa by other peoples. There is great interest in Africa in the experience of the southern United States in farm and home extension work, in techniques and practices in the field of health and sanitation, and in the type of rural school developed by the Jeanes visiting teachers.

In the proposed university college and other institutions of key importance, such as Achimota, Fourah Bay and some of the mission training colleges, exchange of staff between institutions in Great Britain and the United States would bring useful results.

Students coming to the United States sometimes have exaggerated ideas of the scholarships available, so that frequently they find it necessary to attend institutions in large cities where they can get assistance. The course pursued is not necessarily the best but is what seems practicable to them. Completion of work for a degree, with several years' residence in large cities, may leave them so out of touch with conditions in their home country that they have small incentive to return. A few students thus detached have found that they could play upon the sentimental interest of Americans by shallow political agitation and by claims of what they propose to do for

the education of their people. These schemes have small basis of reality in their home countries and the American public is becoming disillusioned about pretentious claims on the part of Africans. One of the American Negro journalists who recently visited West Africa is reported to have remarked, "Among African exports to the United States there are too many princes."

On the other hand, some of the best African leaders have studied in the United States. It suffices merely to mention the name of Dr. J. E. K. Aggrey, a graduate of Livingstone College and Columbia University. As Vice-Principal of Achimota College and as a member of the Phelps-Stokes Commission surveying education in Africa, Dr. Aggrey was an educational statesman who left all Africa in his debt. A number of Africans who have studied in the United States are now rendering distinguished service in Africa.

In Eastern Nigeria we met officers of the Ibibio Union, which has undertaken to raise a fund to send students to the United States and to build up an Ibibio college. They had sent four students to the United States, two to Britain and one to Umuahia. Some of these students have also been assisted by American funds and some of them have done well. Although the movement to establish a college for the Ibibio people is a gesture which appeals to their pride and also shows fine African initiative, it is not based on sufficient realization of what such a college would require in plant, staff, equipment and support. Proposals for a territorial college west of the Niger (see page 177) and mission training colleges in that area designed to serve the entire population, make the Ibibio college scheme appear too narrow and sectional. Scholarships by the Ibibio Union for Ibibio students in these institutions and in the pro-

jected university college of West Africa, with a few scholarships to selected students for advanced work in the United States or Great Britain, would yield rich returns.

The whole question, fortunately, is being considered, and a movement is on foot to form a committee to give counsel and guidance to students going overseas. There is also in New York a voluntary committee sponsored by agencies which deal with foreign students. The object of these groups is not to limit the freedom of the properly qualified student in exercising his own choice, but to assist students in making the best possible use of facilities in West Africa and in the United States, especially with a view to their training for useful careers in West Africa.

The efforts of the Ibibio people to help themselves, even though some of these are not well considered, provide a foundation on which to build, and every effort should be made to enlist their cooperation in well-matured plans which the government and missions can support. Only through increasing local support can schools be maintained in yet untouched areas. It is idle to expect the government to perform miracles. Government has to foster industry, trade and economic development as a basis for a higher standard of civilization. These activities can prosper in world markets only if they are economically sound. If tax burdens are too heavy they will not survive, and a potential source of revenue dries up if handled unreasonably. On the other hand, if they prosper they should plow back more of their profits into social services for the development of the people. Sound development in Africa calls for a common understanding on the part of Europeans and Africans, and intelligent working together towards mutually advantageous ends.

EDUCATION AND RESPONSIBLE GOVERNMENT

In our tour in British West African colonies it was encouraging to note the degree of partnership already achieved by the government and missions in education, and growing initiative in this sphere by both native authorities and voluntary African organizations. The development and expansion of this partnership is the road to responsible self-government to which the British Government is committed. We were impressed by the progress made in spite of the war in carrying out plans to achieve this end, including those for expanding education at all levels, which alone can ensure fulness of life and opportunity.

XIII

SECONDARY AND HIGHER EDUCATION

IT IS impossible to make education available to the whole community without educated African leadership from secondary schools, higher institutions of learning and professional schools. In the course of our tour we met a number of Africans who had had the advantage of advanced training and were using their knowledge for the benefit of rural communities. We cite some examples out of a number brought to our attention.

Aggrey Memorial College at Arochuku, Eastern Nigeria, is a secondary school founded by the principal, Mr. Alvan Ikoku, B.A., in an area where slavery and the worst heathen rites, some of them linked with the slave trade, existed less than 50 years ago. Mr. Ikoku, a product of the mission schools, completed his education in Great Britain and returned to establish, on his own initiative, an independent secondary school, which he named in honor of Dr. Aggrey. At the time of our visit there were 250 boys enrolled, all but 30 of them in residence. The course covers five years based on completion of standard six at entrance. Another unit housing a school for girls is to be erected shortly. The college is independently operated but receives a government grant. Discussion with Mr. Ikoku and his staff, and subsequent meetings with village teachers and supervisors of Church of Scotland schools east of the Niger, brought out many constructive ideas on elementary and secondary education for the people of the area, and on the educational policies of government and missions

in Nigeria. So great was the enthusiasm of one of the local communities for education that a fund of £315 had been raised, through a voluntary tax, to strengthen the work of the village schools.

East of the Niger we visited a station of the Church of Scotland Mission founded and directed by Dr. Francis A. Ibiam. Dr. Ibiam was a promising schoolboy in the local mission schools. His teachers encouraged him, and through their help he went to St. Andrew's University in Scotland where he completed his medical studies. His wife, who accompanied him to Scotland, graduated as a nurse. They were accepted as missionaries of the Church of Scotland and returned to their own community, where they won the confidence of the local people and established a hospital and dispensary which is rendering a much-needed service in a thickly populated rural area.

In the Gold Coast we visited Chief Mate Kole, head of the Krobo State, who is the traditional ruler over some 100,000 agricultural people. He was educated at Achimota College. He was deeply concerned for the welfare of his people. Because he saw the need for better food production and nutrition, he was in touch with a young African doctor, a graduate of a Scottish university, who had a private practice in a neighboring state and was interesting himself in the diet of school children. He was concerned to check erosion and to improve the handling of export crops. Convinced that more education was essential, he took particular pride in showing us the school in his capital town which was supported from native administration funds. The buildings were simple, and new rooms were being added as funds permitted. The annual budget was £909. The staff consisted of 13 teachers and a principal who had been

trained for the most part in the best mission training colleges, such as Akropong. There were 333 pupils enrolled up to standard seven. The Chief talked with us about many improvements he hoped to make, but said he must consult his elders and carry them with him, otherwise his progress would not be effective. Two teachers from his state were proceeding to Britain for advanced study, having been awarded government scholarships. The Chief is one of the two African rulers who are members of the Central Advisory Committee on Education, which considers the development of education through the whole of the Gold Coast. This is a fine example of mission, government and native authority plans at their best. Here is an African leader, trained at Achimota, gathering about him a staff of trained Africans, for the most part the products of mission schools, and promoting the extension of education among the people of his state and in the Gold Coast as a whole, and the development of needed public services. At the same time he is preserving the solidarity of the tribal state and loyalty and respect for its elders.

These three examples of African initiative and responsibility give an insight into the transformation that may come about through educated African leadership. We also found that groups of African village or rural teachers shared the views outlined above. They stressed the importance of mass education and literacy, the need of health and medical service, the greater production of food crops and consequent improvement in nutrition. They favored technical schools, higher education and development of a university as a background for meeting the pressing need of more village schools and a type of village school that would help the people to live better.

PLANS FOR ADVANCED TRAINING IN THE BELGIAN CONGO

In the Belgian Congo the Government, while investing increasing sums in education, health and the social services, continues the policy of subsidizing the national missions to carry out all types of education. The Government, as such, does not operate schools — with the exception of some professional training, notably the school for medical assistants in Leopoldville. This is in connection with the excellent work of the laboratory, which conducts research, makes tests and prepares and distributes serums and vaccines. The Government also conducts research in agriculture and has one of the best systems of experiment stations to be found in tropical Africa. Unfortunately, the opportunity to conduct schools at these centers is neglected (see page 113).

There is dissatisfaction on the part of the Protestant missions with the present plan of education which denies government subsidy and inspection to any but national missions, which, in practice, are the schools of the Roman Catholic Church. Many of the Protestant schools are rendering excellent service. In effect, the Government delegates the power of decision in many important matters to one church agency. We do not believe this will continue to be a satisfactory arrangement. Education is regarded as a responsibility of the Government and freedom of religion has long been considered one of the basic rights of mankind which Catholics and Protestants alike have stoutly maintained. Equal recognition by the Government, through a system of government inspection, would correct an injustice and do much to advance the quality of educational work. Also, we believe the time is ripe for government initiative for more advanced education both in the general and in the specialized fields. There is at the

present time no institution in the Belgian Congo comparable to a British or American degree-granting college.

HIGHER EDUCATION IN FRENCH TERRITORIES

The Brazzaville Conference, which has been discussed elsewhere (see page 73), reaffirmed the French policy of selection and education of an African élite in the French language and culture, making them Frenchmen. In effect this means that there are a few advanced schools in French West Africa for which students are carefully chosen. In the French system, promising pupils are selected to proceed from village to regional schools, and from regional schools to the higher schools in the colony. From there the best pupils are given an opportunity to go to Senegal for a secondary school course and for higher work in teacher training, marine engineering, veterinary science, midwifery or medical sciences. A five-year course for medical assistants is offered at Dakar. The best of the students completing these courses may be given an opportunity for study in France. No advanced work comparable to that in French West Africa is as yet available in French Equatorial Africa or in the French Cameroons, except that some training for medical work has been started in the Pasteur Institute at Brazzaville. There are also good technical schools at Brazzaville, Douala and Yaoundé. The Brazzaville Conference envisaged extensive developments in professional training in Africa, both of teachers and doctors.

On the mission side, the projected college of the American Presbyterian Mission and the French Protestant Mission in the Cameroons will offer the most advanced work in the arts and the general field of education in this territory.

SECONDARY AND HIGHER EDUCATION IN BRITISH TERRITORIES

Although our inquiry was not particularly concerned with higher education, it could not be ignored, for the institutions that train the teachers and leaders set the pace and influence profoundly the whole social and economic structure in a rapidly changing country. Two recent reports,¹ discussing elementary and higher education, bring out the interrelationship of all educational endeavor, and as official documents they carry the weight of British official policy and reflect British attitudes and opinions. These historic papers mark a constructive approach and a rapid acceleration of facilities for the development of competent and responsible African leaders and of intelligent African followers.

The enrollment of 11,670 pupils in 55 secondary schools² of British territories, while not an impressive figure considering the population, shows these countries are in advance of other territories in the extent of secondary school facilities. Extension of village schools, and the proposed development of territorial and university colleges, cannot fail to stimulate secondary education and bring about increased enrollment as well as new schools in areas which need them.

We are in hearty agreement with the following recommendations of the Minority Report of the Commission on Higher Education in West Africa regarding the part the territorial colleges may play in adult education and extramural activities:

"The . . . Territorial Colleges would . . . act as the extra-mural centres of the West African University College. We interpret the term 'extra-mural' in the widest

¹ *Mass Education in African Society*. H.M.S.O., 1944.

Report of the Commission on Higher Education in West Africa. H.M.S.O., 1945.

² See Appendix III.

possible sense to include at least three types of adult education: residential study during the College session; vacation courses; and what is known in Great Britain as extension work, namely lectures and tutorial study groups conducted in clubs, co-operative guilds and other centres of adult activity.

"We lay great emphasis on this function of the Colleges, for we are convinced that it is vitally important that higher education should not be divorced from the mass of the people as a whole. We fully agree with the recommendations in the main report that the Technical Institutes should also concern themselves with adult education and become centres of social and educational thought and activity. But the Territorial Colleges have a particular responsibility and opportunity in this matter. To them will largely fall the task of undertaking the wide dissemination of knowledge and gradually building up an enlightened public opinion. They would accomplish this in many ways. They would hold short refresher and vocational courses for teachers in different subjects and for workers in other fields of social service. They would make arrangements for giving, both on their own premises and at selected centres in the Colony, lectures or performances providing a general cultural background of music, languages, literature, drama, economics, political administration, history, science, trade, etc. These lectures or performances would be given by members of the staff of the College, by visiting members of the University College, or by distinguished visitors to West Africa (of which there are likely to be many in the future) or by graduates living in the Colony. To further this purpose, we should like to see established in each Colony, with the Territorial College as its centre, a Guild of Graduates consisting of men and women, African and European, willing to take part in these extra-mural activities. That guild would be represented . . . on the Council of the University College. The importance we attach to this adult education and extra-mural work is such that, in our opinion, each Territorial College should possess at least two members of staff, over and above the number required for strictly academic teaching, to act as tutors in this sphere of work. The Principal of each College would act as Director of these extra-mural activities.

"At the same time we believe that the Territorial Colleges should be the place where West Africans who have been forced to discontinue their studies at too early an age, should be able to recommence them; and where opportunity is given to those of responsible age, who desire to

equip themselves for social or public service, to acquire a better cultural background. Courses for students such as these would probably, in the first instance, take one of two forms. Scholarships might be given for a year's academic study in which students could choose, with help and advice, from among the various courses being given in the College, and might in addition have special seminars and tutorial work to meet their particular needs. Secondly, vacation courses might be held lasting from two to six weeks in which either academic studies or vocational training would be provided. These short courses might be of various kinds, such as physical training, youth leader training, teaching of English, dramatic work, crafts and so on.

"We make this proposal in the light of two main considerations. The first which we have already mentioned, is the importance of making provision for many able men and women who have never had a chance of real *study*. The second is our conviction that in the modern world, when educational opportunities are being extended and social differences are being diminished, it would be disastrous to set up a great gulf between the few who, by merit and good fortune, have had the opportunity for acquiring learning and education, and the vast majority who have had no such opportunity. We think it of the greatest importance in the conditions of West Africa that the doors of both the Territorial Colleges and the University College should be open to students who do not necessarily fit into the academic mould to which we are accustomed in Great Britain. We are confident that Progress Unions, Youth Movements and Native Authorities will be anxious to raise funds to give scholarships for courses such as we have outlined above. This proposal is in the best traditions of certain forms of adult education in Great Britain, where it is recognised that residence in a College, with access to libraries and opportunities for combined discussion and recreation, are essential elements in continued education, essential things which cannot be provided solely by extra-mural organisation of tutorial or extension classes or even of less formal class work in adult education."¹

In another respect the Minority Report is eminently sound. It advocates the establishment at once of a single West African university college with a concentration of

¹ *Report of the Commission on Higher Education in West Africa*. Cmd. 6655, pp. 161-163, H.M.S.O., London.

resources which, with the number of students now ready for advanced work, would provide an institution of high quality. Diffusion of resources, they rightly point out, would create difficulties of staffing and postpone the establishment of an outstanding institution, fully equipped in staff and resources to conduct research and enlarge the bounds of knowledge of African life. The territorial colleges related to this regional university would develop talented students prepared to go on, and it is likely that with the general progress of education some of the territorial colleges might later develop into university colleges. The Minority Report minimizes political factors and has a sense of timing which will be appreciated by those engaged in university work.

XIV

LITERACY AND LITERATURE

THE PLACE OF LITERACY IN MASS EDUCATION

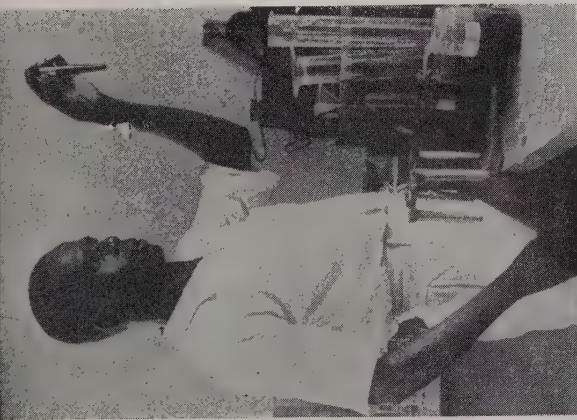
THE report, *Mass Education in African Society*, urges the necessity of "the spread of literacy among adults together with a widespread development of literature and libraries, without which there is little hope of making literacy permanent."

For a number of Africans and Europeans, the case for literacy has still to be made. Many Africans of the older generation do not see that they have anything to gain by being literate, though some admit the wisdom of teaching children to read and write in school. Some think men and boys should learn, but draw the line at women and girls. Apathy about learning to read is widespread in certain rural areas where the lack of artificial light makes it difficult to study after nightfall. Some Europeans, while admitting the need of more effective means of spreading knowledge and information, think that broadcasting and films, supplemented by demonstrations, will achieve the desired end without a concentrated effort to make adults as well as children literate.

Literacy is necessary for the political, economic and social development of the people. Examination of proposed substitutes for literacy shows the value of broadcasting and films for instruction and recreation, but without the written word their influence is ephemeral. Also, neither broadcasting nor films demand the initiative of the individual as do reading and writing. This initiative must be awakened if the political, economic and social development envisaged is to be achieved. Demonstrations of improved agricultural and other

methods which will help the people to raise their standard of living are highly important, but such demonstrations may touch only a few people and may also be misunderstood unless followed up by the written word. Africans are increasingly realizing this. On one occasion a group of semiliterate African women, gathered from remote villages for a short course on child welfare, at the end of the course asked for copies of charts used in the course for the villages from which they came, because "we wish to teach other women how to keep death from the door of the hut, but without copies of these lessons we shall make mistakes and forget."

The fundamental reason for the spread of literacy is the plight of illiterates in any society which uses reading and writing as a normal means of disseminating information and knowledge and as a means of recreation. In such a society illiterates are at a perpetual disadvantage. For acquiring knowledge they must depend on what they hear and see in the way of demonstrations. They do not have access to books for the knowledge they require and for information which will explain, amplify or correct erroneous impressions. As illiterates, they find many occupations closed to them, and their economic opportunity is therefore limited. In daily life they run the risk of being dupes of literate rogues. They cannot, in writing, approach authorities about their grievances and often cannot gain access to these authorities save through the bribery of underlings. They cannot read the regulations for post-office savings, labor contracts, names on railway tickets, road and safety signs or government regulations. When they travel, communication with their kin is difficult because they cannot write or read letters. They are deprived of the inspiration, recreation and contact with a wider world which books afford.



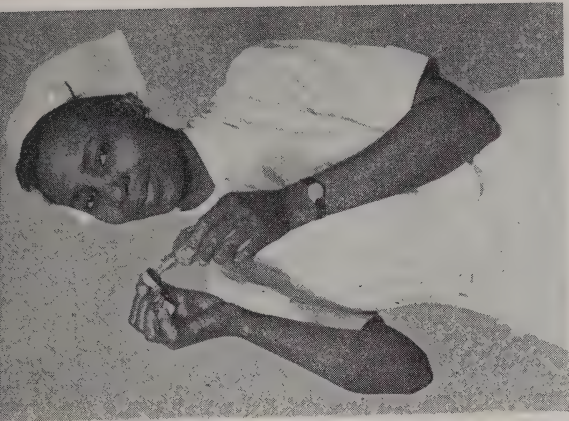
British Official Photograph

African chemist testing palm oil, Nigeria.

Sierra Leone's first woman barrister and magistrate, educated and called to the Bar in Britain.



British Official Photograph

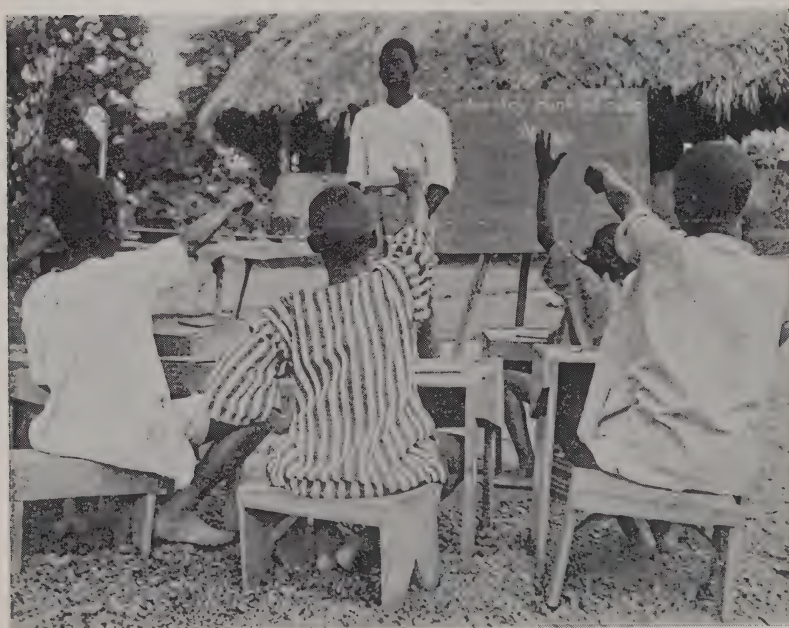


Margot Lubinski

African nursing sister, Sierra Leone. Trained in Great Britain.



One of the Firestone Plantation schools, Liberia.



Church Missionary Society, London

A class at a "bush" school, Sierra Leone. The teacher was trained at the Union College, Bunumbu (see p. 71).

They are handicapped at every turn and because of this handicap cannot make their full contribution as citizens.

In spite of doubt and apathy in some quarters, there is much evidence of demand, among both men and women, for literacy and literature. This demand has been increased by the war. Among the kin of men in the forces the desire to read letters from them, and to write letters to them, is an incentive to literacy. From those in army education work have come reports of the spread of literacy in African units and the demand for literature. Many men who went into the army illiterate are returning to civil life literate; they swell the demand for the spread of literacy and the provision of reading matter on subjects of interest to them. The spread of night schools through local African initiative in towns in the Gold Coast is an indication of the growing civilian desire for literacy. It is worth while inquiring into the reasons for attendance at these schools. On the part of some chiefs and elders it would seem that inability to read court records and official documents is the main incentive, for to be able to read makes information available and enhances their prestige. For some others the possibility of a better economic status is the main incentive; truck drivers, for instance, attend in order to be able to read road signs and driving rules. Women in Calabar, where for a number of years literacy has been spreading through adult schools under the auspices of the Church of Scotland Mission, give as their reasons for attendance a desire to read the Bible at family worship, to keep up with their children, to write letters to their menfolk and read letters from them. Religious incentives are strong: both Christianity and Islam emphasize the importance of literacy for grounding in the faith. The incentive to become literate is strengthened in Christian churches

which require literacy of men and women as a condition of full church membership.

METHOD OF TEACHING ADULTS TO READ

It is essential for success in teaching adults to read to have methods suited to adults. The content of lessons must be of interest to them. The importance of methods which will achieve quick results is great for people who add to their regular occupations the task of learning to read. Encouragement, not discipline, is the incentive to learning, and adults should leave every lesson feeling they have learned something they can pass on to someone else at once. In adult instruction, the relation between teacher and pupil must be one of equality and friendship. Many adults, notably women, suffer from a conviction that they cannot learn. This has to be overcome. Dr. Laubach has demonstrated in a number of countries that, with methods suitable for adults and reading matter of interest to them, very quick progress can be made because adults have more developed reasoning powers than children, and they quickly associate the written symbols with words and sentences used in speech.¹

LANGUAGES OF LITERATURE

An increasing supply of reading matter in African languages is urgently required. The shortage of textbooks and general reading matter for schools is serious, particularly since a high percentage of school children never go beyond the lower classes and may lapse into illiteracy if their interest in reading is not aroused during their short school life.

¹ See also *Literacy for Adults in Africa*, lectures by R. R. Young, E. M. Rimmer and S. Anstey. Sheldon Press.

Teaching Adults to Read. R. R. Young. Sheldon Press.

Can You Read? M. Holding. Sheldon Press.

It is necessary, however, to select languages for literacy and literature since it is impossible to provide reading matter in every language and dialect. Though much linguistic work has been done in some territories, there is need for further surveys and research as a preliminary to agreement on languages and dialects to be used as mediums of literature, and on unification of orthography.¹ The importance of proceeding with this linguistic work and of collaboration with the International Institute of African Languages and Cultures² is evident.

In planning reading matter in languages which are used by comparatively small groups of people and which, as yet, have practically no published material, we would suggest that a limited program, say some periodical material and 12 to 25 booklets, be agreed upon. Preparation of further material should be considered after sufficient time has elapsed to see whether, after learning to read the language they speak, the people can learn to read a related language or dialect in which there is a more extensive literature.

Once agreement has been reached on linguistic questions and subjects for a program, material should be issued as rapidly as possible, for undue delay in acting on agreements can give opportunity for second thoughts resulting in a reopening of controversy.

A more plentiful supply of reading matter in European languages used in West Africa is required. The famine of French books in the Belgian Congo, French Equatorial Africa and the French Cameroons is serious. While the acute shortage of general French literature is due to the war, there is also a shortage of material, in French, related to the lives and needs of the peoples of

¹ See *Ibo Dialects and the Development of a Common Language*. I. C. Ward, 1941.

² Office: Seymour House, 17 Waterloo Place, London. S. W. 1.

these territories. This reading matter has still to be created through the preparation of new books and through translations. There is more of such material available in English than in French, but here, too, there is need of simple reading matter both for teaching illiterates who wish to read English and for general reading.

The need of establishing a good French and a good English weekly for educated people was urged in French- and English-speaking areas, and questions of management and support were canvassed. We recommend that the founding of such periodicals be considered.

Many Africans will be at least bilingual in an African and a European language; but there is evidence in areas where African languages are used for elementary education that the learning of a foreign language, or languages, is expedited by learning first to read and write the mother tongue or one closely allied to it. Such a process also assists in maintaining the solidarity of the family and community. A young African said: "All my education has been in English. My parents know no English, while I think in English. When I go to see them I cannot express in my mother tongue my English thoughts. This prevents understanding and breaks up the family."

PROVISION OF LITERATURE

It is important to encourage African authorship. Competitions such as those set by the International Institute of African Languages and Cultures have proved stimulating. Scholarships have been given by governments and missions to a number of African students from British West Africa for study of their own

languages at the School of Oriental and African Studies in London. While studying in London they are undertaking some translations, and on their return to their own countries they should be fitted to foster the production of written material. In the Gold Coast and Nigeria we met individuals and groups who are fostering the development of literature both by writing and by studying linguistic questions. The number of promising African authors is increasing.

Cooperation between all interested bodies is required for effective planning and provision of literature. The Christian Councils of Sierra Leone and the Belgian Congo have the beginnings of literature departments; there is recognition of the need of such a department in the Gold Coast; and the Christian Council of Nigeria has agreed to appoint a literature director and provide facilities for training and employing African literature workers, the expense for a period of five years to be met from special funds supplied through the International Committee on Christian Literature for Africa.

In British territories colonial governments are giving active assistance to work on literature. A grant-in-aid has been made for literature work in Sierra Leone under the Christian Council. The Department of Education in the Gold Coast is setting up a Publications Bureau and is in touch with missions about developments. In Northern Nigeria the Government is financing the extension of the Government Translation Bureau at Zaria, making it a grant-aided Literature Bureau with an increased staff, one of whom is a missionary. In addition to the Hausa newspaper produced by this bureau, an increased output of literature is planned to cater to the needs of both the Moslem and the Christian population. Certain education officers in Southern Nigeria are

giving time to editorial work. On linguistic problems more than one government is seeking survey and agreement.

The strengthening of literature departments under Christian Councils is urgent, as is the founding of such departments where they do not as yet exist, in order that missions and Christian churches may meet the expanding demand for literature.

LITERACY CAMPAIGNS

Before widespread literacy campaigns are started, interesting reading matter should be prepared for the first year of reading. The amount required is variously estimated from a small monthly periodical and a booklet every two months, to a weekly or fortnightly periodical and one booklet a month. Periodical material is essential to provide news and information which will encourage the newly literate to read, a paper to which they can contribute, and information on the spread of literacy. Such periodical material can be included in an existing paper, or a new periodical can be started for the purpose. In some areas a bilingual paper is considered advisable. The need of a Lingala paper was very strongly stressed in the Belgian Congo with a view to keeping in touch with literates among the recently demobilized Africans who have used Lingala in the army.

The selection of subjects for books and pamphlets should be determined by the interests of the people, their needs and the knowledge they require to satisfy them. In a given language area, subjects for 12 to 25 booklets (2,000-4,000 words each) should be agreed on, covering a range of interests in order to make a wide appeal.¹ Material should be made available at a price the people

¹ For a list prepared in the Gold Coast see Appendix IV.

can pay. The price suggested for booklets in several of the territories visited was one penny (two cents) in British and ten centimes in French and Belgian territories.

There is need of staff for planning, training and supervision of literacy campaigns. It has been demonstrated in Sierra Leone that the staff and students of training colleges can do much to prepare and test material and can also initiate experimental campaigns. The two-year elementary training colleges being established in the Gold Coast and Nigeria would seem suitable centers for production of teaching material and for experimental campaigns. The territorial colleges recommended in the Minority Report of the Higher Education Commission would be admirable centers for research and experimentation on the spread of literacy, and for training voluntary workers, numbers of whom are required. There are many Christian leaders and school teachers, women in church organizations, youths in scouts, guides, boys' brigades and similar movements who could spread literacy if given some instruction and fired with enthusiasm.

Local initiative is essential for the spread of literacy. Literates must feel that they have a vital part in literacy campaigns. Much teaching will be of individuals and will go on in markets, villages, on station platforms and in other public places, the teachers being the local literates. The participation of schools can be enlisted in many ways: for instance, teams of school children can paint on walls lessons for adults, news and other reading matter issued for the district. Competitions in spreading literacy stimulate effort. Church, village and district drives for the highest number of literates, publication in the press of the names of newly literates and statistics of

literacy, a badge for helpers in literacy campaigns — all these are ways of “selling the idea” locally. News of successful campaigns fosters the desire to become literate.

PRINTING AND PUBLISHING

The demand for reading matter requires the expansion of printing facilities. Numerous mission presses have played and are playing an important part in meeting the need of literature, and steps are being taken in several of the territories we visited to increase local printing facilities. In Sierra Leone a new press is being set up under the auspices of the Christian Council. In Southeastern Nigeria the press attached to the Church Mission Society's bookshop is being enlarged. In Northern Nigeria a new press is being set up as part of the Literature Bureau. In the French Cameroons there are plans for a press on the site of the new higher college being started by the Presbyterian and French Missions. In the Belgian Congo the Congo Protestant Council is starting an inter-mission press to supplement the existing mission presses. The American Baptist Mission is starting a press at Ibadan. The Church Missionary Society press at Lagos might well be modernized and developed. The development of further printing facilities in the Gold Coast is required.

Much reading matter in European languages can be supplied from Europe and America if the price is within the reach of the people, and schoolbooks and other material in African languages are being brought out overseas. Mission and religious publishing houses are producing and subsidizing needed material, and a number of educational publishing houses are increasing their output of literature for Africa. Collaboration with re-

ligious and educational publishers outside Africa is necessary in order to provide the volume of printed matter required.

DISTRIBUTION

Missions are pioneers in the distribution of literature as well as in its production, and all the large distributing agencies in territories visited are under mission auspices. The Church Missionary Society has large bookshops with subsidiary depots in Nigeria and a bookshop in Sierra Leone; the Methodist Mission has a large book business in the Gold Coast and a bookshop in Eastern Nigeria; the Church of Scotland has a book depot in the Gold Coast and one in Eastern Nigeria. The Sudan Interior Mission has a bookshop in Northern Nigeria, and the Basle Mission a bookshop in Ashanti, Gold Coast; in the Belgian Congo the Congo Protestant Council has a bookshop in Leopoldville. There are a number of distributing centers on mission stations, and every mission takes some responsibility for the distribution of literature.

In a number of consultations, effective distribution of literature was recognized to be a major problem and there was widespread agreement on the necessity of collaboration between missions in this field.

Further studies of distribution should be made with a view to expansion. These studies should include:

1. Extension of bookshops and book depots.
2. Distribution through central mission stations, schools, churches, district headquarters, native authorities and other agencies which may be considered suitable.
3. Mobile distribution by road and river to rural districts through the use of cars, launches and colporteurs.

LIBRARIES

British and West African territories have received some assistance in the provision of books and periodicals both from the Carnegie Corporation and the British Council, but provision of libraries is inadequate in all areas visited, especially in the French and Belgian territories. Libraries in schools and colleges need to be developed and more provision is required for general libraries in urban centers. For rural areas there is need of some system of traveling libraries. The following steps would seem advisable:

1. Native authorities and municipalities should be encouraged to make library grants for town and village libraries.
2. A library grant should be included in the budgets of colleges and secondary schools.
3. Consideration should be given to the supply of graded libraries to schools, on the lines of the Rosenwald grants in America.
4. Work begun by the British Council and Carnegie Corporation of strengthening libraries should be developed.
5. The possibility should be explored of a mobile library service in areas with good roads or navigable waterways.

Trained African librarians are required. We were glad to find the British Council had started a library course for African librarians from British West African colonies which was in session in the Gold Coast — the first of its kind to be held in West Africa.

MISSIONS AND GOVERNMENT

THE SPREAD OF EDUCATION

THE governments of all the territories we visited have recognized in various pronouncements a moral obligation for raising the standard of life of the people, which involves the diffusion of knowledge to all, including rural communities, which form 95 per cent or more of the total population. The most advanced planning for fulfilling this obligation was in British territories, where the expansion of primary education to the whole child population within a defined period was forecast in education reports of Nigeria and the Gold Coast and, also, the spread of adult education through agricultural, forestry, health and other government services, and the encouragement of youth movements such as 4-H and Young Farmers' Clubs.

Governments have recognized that the spread of education to the people is not only a moral obligation but a practical necessity, for only so can the colonies make their due contribution to the economic life of the world; only so can the colonies cease to be a danger zone in relation to the health of the world; only so can social unrest be allayed. The legitimate aspirations of the African people can be satisfied and orderly development assured only by concurrent economic, educational and political advance.

Problems of colonial development have educational aspects that must be solved by educational methods which will arouse the initiative of the people to cooperate in their solution and give them the necessary knowledge to make their work effective. This is the case, for

instance, in public health, nutrition, soil conservation and the intelligent use of resources.

Though governments visited have recognized, in principle, both the moral and practical necessity of educating the people, they are faced by forces which oppose general educational advance and delay the carrying out of constructive policies. These forces include those business interests which take a short view and are out for quick profits based on cheap and unskilled labor. They are ready to train that labor to perform the processes they require but are not interested in advance beyond that point; they fear that higher education will result in competition between skilled African and skilled European labor. In areas where there is agricultural development by Europeans, the competition of African farmers is feared, particularly if there is organization for effective marketing. Europeans who believe in "white supremacy" deprecate the provision for the African of the same educational opportunity offered to Europeans. In addition, there are certain religious bodies which have a traditional fear of popular education.

Missions have been the pioneers in education among African peoples and are still responsible for the greater part of that education. They are the most powerful of allies in supporting the spread of education; but they are no longer alone in the field and have to consider the part they should play in relation to educational policies of governments and native authorities. They face different situations under different governments. In French colonies the government supports a system of secular schools. Grants-in-aid are given to mission schools in the French Cameroons and also in French Equatorial Africa. In the Belgian Congo, and in the British colonies, religion is not divorced from education. The Belgian

Government has entrusted official education to national missions, which alone receive grants. In practice, this means that official education is under the control of the Roman Catholic Church. In British colonies, where the view is also taken that education must not be divorced from religion, mission schools of all churches which reach the necessary standard may receive grants-in-aid, and there is provision for religious instruction in all schools, whether mission or government.

Behind such a position is the recognition that education must develop men and women of probity, character and devotion to their peoples' welfare, and that these qualities come primarily from religious faith and training. The religious sanctions of African tribal society are disappearing and must be replaced by others, and we believe that only Christianity offers those that are adequate. While religious instruction has its proper place, the practical experience of Christian living exerts a greater influence on character than does formal instruction. The school also affords experience of a growing African Christian community and is a source of both stability and initiative in a rapidly changing environment.

GOVERNMENT GRANTS-IN-AID

Collaboration between missions and government is a partnership in which neither party should unduly dominate the other. Public education is a recognized function of government which can no longer be delegated to a single religious body. This practice, which still survives in Belgian and Portuguese territories, contravenes the principle of religious freedom. It operates to reduce government initiative in developing a comprehensive educational plan for the whole community and to commit government, in advance, to that policy of development or

lack of development, and to that teaching which the religious body chooses to adopt, resulting in domination of the life of the colony by a single confessional group.

It is a widely recognized function of government to set good educational standards and to grant, or withhold, recognition to schools of all kinds according to the quality of their performance. This involves inspection, which is a powerful incentive to the attainment of good educational standards.

Historically, missions have been the pioneers in all phases of education; but as education becomes more general it is recognized that they cannot carry the whole system of a country. Increasingly missions are faced with the necessity of selecting the fields and types of education in which they can exert the most significant influence. Undoubtedly this includes village schools closely related to the life of the church and community, training colleges and secondary schools at strategic centers. Missions have also an important part to play in collaboration with native authorities in the setting up and staffing of schools.

In general, the system of government grants-in-aid is a satisfactory basis of cooperation between missions and government. It is implicit in this arrangement that grants should be spent only for the purpose given and should be subject to audit. Changes in government policy regarding allocation of grants should be announced sufficiently far in advance to allow the mission receiving grants to plan for the future. Grants-in-aid should be sufficient to provide equipment and pay salaries comparable to those offered by government schools of the same grade.

Missions rightly insist upon freedom from government interference in matters of faith and internal ad-

ministration, and the right to criticize abuses without jeopardizing grants. They also claim the right to refuse grants and to conduct private schools. Government, however, has the right of inspection and holds the management responsible for the educational, moral and social advance of the pupils.

Cooperation in education between government and missions is equally desirable in the field of adult education. In the spread of literacy, for instance, the planning and organizing of literacy campaigns and the provision of material may well be a cooperative effort by government and voluntary bodies. Such campaigns cannot be imposed from above. Their success depends on arousing the initiative and enthusiasm of the people. Missions and churches can do this. They can prepare material, train workers and run experimental campaigns. Government can make this possible by financial assistance, as has been done in Sierra Leone.

There appeared to be more experience in British West Africa of cooperation between missions and education departments than between missions and some other departments of the government. For instance, the principles of cooperation recognized by the education departments appeared to be unfamiliar to some medical authorities.

In research and experimentation, collaboration is also important. Government and other agencies can render a great service by supporting research projects originating with either government or missions. In all territories visited it was evident that a wide range of study and experimentation was required, the results of which could improve education and enrich the lives of the people.

Collaboration between government and missions offers possibilities for the development of special tech-

niques such as radio and films. The war has increased the use of both, particularly in British territories where African commentators are working in local radio stations, and mobile cinema vans are touring country districts. The use of these techniques in the future will depend largely on joint planning. The same holds good for the provision of reading matter and libraries (see Chapter XIV).

CHRISTIAN COUNCILS

It was widely recognized that inter-mission councils are essential for effective work with the government. It was disappointing to find that there are missions which refuse to join such councils or to observe inter-mission agreements about the areas of their work. This refusal prevents comprehensive planning and retards necessary collaboration with the government in education and other fields.

Where there is team work among missions, the advantages are evident. A missionary correspondent writes of Eastern Nigeria:

"There has been a very long period of collaboration between the Anglicans, Scottish, Presbyterians and Methodists, and the undenominational Qua Iboe Mission, with joint conferences at least once a year. The observance of mutually agreed boundaries, fixed by the conferences, has prevented the growth of local friction and rivalry, whether in church or school, has enabled the available staff to be distributed to the best advantage, and made it possible for the church in each village to exercise a stronger influence because it spoke with one voice. It is not surprising that church union has progressed farther in that area than anywhere else in Nigeria; indeed the task is not to persuade the people to unite, but to explain why the churches have not united, — the opposition being due to obstacles from elsewhere."

We found that, with the single exception of the Belgian Congo, there were in the territories visited no

Christian councils with full-time secretaries. Yet the affairs requiring joint attention were too many and varied to be carried by workers already fully occupied in their own church and mission work. The activities of the Congo Protestant Council, with its two full-time secretaries, is a demonstration of how such councils can serve the constituent members. The staffing of Christian councils with full-time workers is a condition of their effectiveness.

The need of full-time staff was recognized not only by a number of missions but by some governments. The Nigerian Government, for instance, has offered funds to support two educational advisers, one for Protestant and the other for Roman Catholic missions. In territories where grants-in-aid are given, representation of missions on government education committees, negotiations about grants and other business absorb an undue proportion of the time of mission secretaries and superintendents, who are also responsible for fostering the general life of the church. A competent educational adviser, appointed by cooperating missions, can both lighten this burden and contribute to the shaping of educational policies. It was also widely recognized that adequately staffed literature departments are likewise required as parts of Christian councils.

Experience indicates that experts in other fields could render important service to cooperating missions. The need for trained agriculturalists has been stressed. In addition, builders, accountants and consultants on business management would lighten the work of hard-pressed missionaries forced to undertake many jobs for which they are not trained, and would help to break down the marked isolationism which exists today in a number of fields in both planning and execution.

UNION INSTITUTIONS

The effectiveness of union mission institutions is illustrated by Kimpese in the Belgian Congo (see page 43), by several union educational institutions in Nigeria and Sierra Leone, by a joint theological college in the Gold Coast, and by plans for a joint higher college in the French Cameroons. The success already attained warrants the multiplication of union institutions.

In another section of this report (see page 151) the backwardness of work among women and girls has been stressed. In this field, mission and government collaboration in planning and execution is required. There is need of more facilities for training women leaders in educational, nursing and community work, and of more adequate staffing of existing work by women.

In the economic field there is need for united study and action. The importance of cooperatives has been mentioned elsewhere in this report. Christian churches have an opportunity to play a leading part in cooperative movements. We found among government officials more evidence of understanding of the function and importance of cooperatives than we found among missionaries. Study of the economic background of the life of the church is necessary to reveal needs of the people which are not being met. The process of industrialization, involving drift from rural areas to mines and towns, labor organizations, local industries and markets, is one of the economic questions which influence the life of Christian as well as of other communities, and which have to be taken into account. The isolated mission station, controlling its own economy, is rapidly becoming a thing of the past.

NEEDS OF MOSLEM AREAS

The lack of Christian education in areas which are

predominantly Moslem is marked. In Northern Nigeria there is need for work among the southerners, most of whom have been educated in mission schools in the south, as well as among the indigenous Moslem population.

Of the settlement of southerners a missionary correspondent writes:

“The moral conditions in many of these settlements appear to be more than disquieting; while Muslim women are kept in seclusion, their husbands find the southern women in the Sabon Gari subject to no such control and easily available. Cultural intercourse between northerners and southerners seems to be exceedingly rare, and little effort is being made to help the one to understand and appreciate the very different culture of the other. . . . So vast is the problem, and so grave is the responsibility of the churches in the south, that failure to take united action would be unpardonable. . . . Since the communities are inevitably very mixed and, on account of the frequent transfers of clerical, police and other staff, are bound to be floating populations to a large extent, it is only through a live Christian Council that the problem can be tackled. Pastors, evangelists or catechists, cannot possibly be supplied by each denomination in every large centre; but there seems no reason at all why by joint action the southern churches should not provide one full-time agent in each centre, preferably a man conversant with at least two of the main languages.”

The policy that missions should pursue among the Moslem peoples is a matter of the first importance. The government's reluctance to permit right of entry by missions into some Moslem areas has presented obstacles to advancement. Valid reasons for government action have been the entry of various sects whose workers are ignorant of the Moslem faith and way of life and who refuse to cooperate with other Christian missions. Another difficulty is that the young Christian churches of the south are not fitted as yet to take responsibility for missionary work in the northern areas. Pioneer work is required by missionaries such as was undertaken in the

south in the past. A missionary writes:

"In its praiseworthy effort to save the north from some of the abuses which have followed on free development in the south, the Government might with considerable justification state its terms and lay down at least two conditions to be observed by missions or churches wishing to operate, or already operating, in the Northern Territories.

"Entry might be confined, in the interests of unity and good order in the villages, to Christian bodies which were members of the Gold Coast Christian Council and which were prepared also to collaborate to the fullest extent by fixing, and observing strictly, boundaries to their spheres of operation, so far at least as Protestant Missions were concerned. Whether strong pressure could induce the Roman Catholics at least to confine their activities to fixed areas is doubtful.

"Should any Church insist on having an agent in some other area, to minister to its own adherents living there from the south, that agent would confine his work to the southerners and would in practice cooperate so fully as to be virtually a member of staff of the church in whose area he was stationed.

"Such an arrangement as this would clearly depend on there being a large measure of confidence between Government and Missions; and also on a very strong Christian Council, which could control the urge of Missions to go poaching in other preserves from the best of motives.

"So much vision and sound planning have gone into the present educational centre at Tamale, and so little prospect is there that any Mission could produce or pay for anything better, that it might well be a condition of entry into the Northern Territories that a Mission should be prepared to collaborate in Tamale's development as the one centre for the Territories."

The situation in the Moslem areas requires united study and planning as a preliminary to following agreed policies for the advance of Christian forces and for collaboration with government in efforts to minister to the needs of the people.

XVI

CONCLUSION

IN THE West African territories visited there is no considerable European settlement and small prospect of this in the future. This is also true of most of the Belgian Congo and large parts of the Cameroons. The Europeans are for the most part in business, government service and missions, and leave the country upon retirement. It is generally recognized that the development of the country depends on the development of the African population. This involves concurrent advance in health, standard of life, commercial and agricultural improvement, and political responsibility. Africans look forward to a progressive movement towards self-government. It is essential that this should take place in sufficient measure to give confidence to responsible Africans who have shown their loyalty and devotion in various ways during the strain of the war.

Such advance is dependent on the spread of education, which requires increased facilities in many lines and includes introduction from western civilization of useful knowledge and techniques and their adaptation to African conditions while, at the same time, safeguarding what is of permanent value in African life. All these improvements, linked up with education, simply mean the spread of knowledge and its application to the affairs of everyday life.

To achieve these results the people must be able to use the tools of education. First among these is literacy, for through reading they can participate with other literate people in cultural and commercial relations, sharing the knowledge and wisdom to be found in books. The

spread of literacy depends on aroused local initiative, the availability of teaching materials and reading matter, and on adequate planning for the necessary expert assistance. We believe that both film and radio are auxiliaries. Their use should be explored and encouraged.

Research is required in many fields, including social anthropology, linguistics, music, arts and crafts. Studies of land tenure, tropical agriculture, health and nutrition are very important. Persons working in these fields in Africa suffer from isolation and lack stimulating contacts with others working in the same fields. They are also handicapped by limited equipment and staff. The development of air transport and the opening of roads are forcing joint action in health problems on an international scale. This policy is equally valid in the field of agriculture, where similar situations are faced in many territories, and all would profit by investigation and experimentation. Tropical agriculture offers many fields of investigation for the scientist. Agricultural policies need to be scientifically based on a knowledge of soils and on all that is involved in maintaining the fertility of the soil and preventing erosion, in the control of plant and animal diseases, and in plant breeding to develop varieties with the desired characteristics. Undoubtedly, the British proposal to establish a university college with facilities for agricultural research and experimentation would result in a concentration of resources at this institution to which other stations over a wide area would be related. This would mean that in the near future the best scientific resources would be brought to bear on tropical problems in areas where they occur. For these reasons we suggest, in addition to territorial research, the setting up of an institute of tropical agriculture for Africa.

For the development of agriculture it is necessary to put knowledge discovered in agricultural stations at the disposal of the people. This is best accomplished by advanced schools connected with the agricultural stations and by the training of teachers who will take this new knowledge to the people through schools and extension work. Such knowledge is passed on not only through classroom teaching but through practical demonstrations. In this connection we would suggest that the feeding of pupils in boarding schools should embody accepted principles of sound nutrition and so further good food habits. In addition, we would urge extension services for adults which would teach both men and women through practical demonstrations on the farm and in the home. The experience of extension workers in North America might be made available to Africa through visitation and exchange of workers for periods of a year or more. Such workers might be attached to existing centers engaged in community education, for a successful general application begins with successful experiments. As is being demonstrated in Eastern Nigeria, Christian congregations appear to be natural units for community extension services.

Successful agriculture in Africa involves (1) maintaining the soil fertility, (2) producing an adequate food supply, (3) raising cash crops for market, (4) attaining a higher standard of life. Our study leads us to think that these results can best be achieved by educating the people and applying sound practices to methods of native cultivation. The development of cooperatives affords the means of securing skilled management and enlists the initiative of the people in attaining these ends. Both churches and schools can foster effective cooperation.

The satisfactory marketing of agricultural produce is

necessary for raising the standard of living of African farmers. Government assistance in this sphere has proved essential during the dislocation of war, and we believe that some government controls and assistance are necessary in times of peace in order to stabilize prices for the primary producers and to assure satisfactory quality to the consumers.

The backwardness of education for women and girls is a fundamental weakness of the territories visited. Their education is essential to the improvement of health and nutrition and the establishment of a higher standard of living. Their education in Moslem areas is a matter which requires special study and experimentation. In our opinion all educational work in Moslem areas requires workers with a special knowledge of Moslem life and culture.

In the face of tremendous need and of inadequate staff and resources, we were often impressed with the effective use of what was available. This was accomplished in a number of territories by the cooperation of missions and government, particularly in the field of education. We could wish that such cooperation were more widespread.

In the same way, missions have found that they can deal with basic problems of whole areas more effectively through united efforts. They are, therefore, establishing Christian councils. The staffs of these councils greatly need strengthening by the appointment of full-time workers. They also need persons of expert ability to render services which separate missions cannot provide. Missions are now appointing to their staffs agriculturalists and other workers capable of rendering service in many lines. The constant factor in staff personnel is the spirit of devotion and interest in the people.

Missions are finding they must select fields of activities most appropriate to their interests. In education, union institutions present opportunities for effective work and avoid wasteful duplication. An increase in the number of such institutions is, in our opinion, advisable.

The development of education hinges upon the supply of adequately trained African teachers. This involves the multiplication and strengthening of training colleges, which for some time to come require a fair proportion of European staff. To supplement the training colleges, the training of pupil teachers in central schools is suggested, as well as an increase in the number of visiting teachers for supervisory and community work. We welcome the proposal to make territorial colleges centers of adult education.

With regard to elementary education, the emphasis everywhere is on the community type of village school which is concerned with all the activities of the people and with bringing about practical improvements. In addition to the training of teachers, one of the best ways of extending good educational practices is to provide facilities for travel and exchange, both in Africa and overseas. This makes it possible for workers to see successful practices and to make suitable adaptations of them in their own communities. In the higher colleges an exchange of staff, both in Africa and overseas, would promote understanding and help to maintain good standards.

The effect of air transportation and the speeding-up processes of the war have thrown Africa into very much closer relationship with the countries of the western world. Whether we like it or not, there is a tremendous impact on peoples of Africa, from the west. Commercial interests are not slow to grasp the significance of this,

and these interests will not wait for idealists to determine what is best or most desirable. African countries are faced with the need to speed up the work of all the agencies that can make a constructive contribution to the process of adjustment and put the African people in possession of the best values of the western world. It is with this sense of urgency that we submit this study, hoping it will make some small contribution to a great continent and its peoples whose possibilities are manifold.

APPENDIX I

ITINERARY OF TOUR OF WEST AFRICA

September 1944–March 1945

LIBERIA

October 16–November 5

Fisherman's Lake	Bensonville
Monrovia	Careysburg
Booker Washington Institute	Kakata
Bromley	Cinta
White Plains	Weahla
Muhlenberg	Salala
Suehn	Johnsonville
Crozierville	Firestone Plantations

Roberts Field

(For Miss Wrong's itinerary for this period see Gold Coast.)

BELGIAN CONGO

November 9–December 16

Leopoldville	Stanleyville
Kisantu	Yakusu
Kimpese	Yangambi
Matadi	Kindu
Coquilhatville	Tunda
Bolenge	Wembo Nyama
Ntondo	Lusambo

Luluaburg

FRENCH EQUATORIAL AFRICA

Brazzaville was visited from Leopoldville on several occasions.

FRENCH CAMEROONS

December 16–31

Douala	Ndiki
Ndoundé	Bafia
Bangwa	Yaoundé
Bafousam	Metet
Dschang	Foulassi

Elat

NIGERIA

*November 7-9**December 31, 1944-January 31, 1945*

Lagos	Ryom
Abeokuta	Enugu
Ibadan	Awka
Oyo	Umuahia
Iwo	Uzuakoli
Zaria	Abiriba
Anchau	Arochuku
Jos	Itu
Bukuru	Ididep
Vom	Ikot Inyang
Gindiri	Ikot Epene
Samaru	

THE GOLD COAST AND BRITISH TOGOLAND

*November 6-7, 1944**January 31-February 19, 1945*

Accra	Mpraeso
Achimota	Abetifi
Aburi	Kumasi
Akropong-Akwapim	Mampong-Ashanti
Koforidua	Tamale
Bunsu	Yendi
Tafo	Krobo
Amedzofi (British Togoland)	

While awaiting the arrival of other members, Miss Wrong made an inquiry on the need for literature at the request of the Educational Department of the Gold Coast and visited the following centers:

September 22-November 5

Accra	Akropong-Akwapim
Achimota	Kumasi
Cape Coast	Mampong-Ashanti
Bekwai-Ashanti	Krobo
Aburi	Elmina

SIERRA LEONE

February 20-26

Freetown	Waterloo
Fourah Bay College, Mbang	

Dr. Davis and Mr. Campbell left Miami September 23 by plane and, by way of the West Indies and Brazil, arrived at Fisherman's Lake, October 16. They left

Sierra Leone February 26, 1945, by plane, and arrived in Great Britain February 28 — where they had consultations in London, Oxford, Edinburgh and Glasgow. They reached New York March 30, 1945.

Miss Wrong sailed from England August 18, 1944, and arrived in Takoradi, September 22. She arrived in New York August 6, 1945, for consultations in the United States and for preparation of the report.

Dr. George W. Carpenter accompanied the group in the Belgian Congo and the Cameroons. The Reverend H. W. Coxill accompanied the group for a part of the tour of the Congo. The Reverend R. L. Embree accompanied the group in Liberia. M. le Révérend M. Farelly accompanied the group in the French Cameroons. The Reverend J. M. Lewars accompanied the group in Nigeria and the Gold Coast.

APPENDIX II

EXTRACTS FROM THE CHARTER OF THE UNITED NATIONS

XI

DECLARATION REGARDING NON-SELF-GOVERNING TERRITORIES

Article 73

Members of the United Nations which have or assume responsibilities for the administration of territories whose peoples have not yet attained a full measure of self-government recognize the principle that the interests of the inhabitants of these territories are paramount, and accept as a sacred trust the obligation to promote to the utmost, within the system of international peace and security established by the present Charter, the well-being of the inhabitants of these territories, and, to this end:

(a) to ensure, with due respect for the culture of the peoples concerned, their political, economic, social, and educational advancement, their just treatment, and their protection against abuses;

(b) to develop self-government, to take due account of the political aspirations of the peoples, and to assist them in the progressive development of their free political institutions, according to the particular circumstances of each territory and its peoples and their varying stages of advancement;

(c) to further international peace and security;

(d) to promote constructive measures of development, to encourage research, and to cooperate with one another and, when and where appropriate, with specialized international bodies with a view to the practical achievement of the social, economic, and scientific purposes set forth in this Article; and

(e) to transmit regularly to the Secretary-General for information purposes, subject to such limitation as security and constitutional considerations may require, statistical and other information of a technical nature relating to economic, social, and educational conditions in the territories for which they are respectively responsible other than those territories to which Chapters XII and XIII apply.

Article 74

Members of the United Nations also agree that their policy in respect of the territories to which this Chapter applies, no less than in respect of their metropolitan areas, must be based on the general principle of good-neighborliness, due account being taken of the interests and well-being of the rest of the world, in social, economic, and commercial matters.

XII

INTERNATIONAL TRUSTEESHIP SYSTEM

Article 75

The United Nations shall establish under its authority an international trusteeship system for the administration and supervision of such territories as may be placed thereunder by subsequent individual agreements. These territories are hereinafter referred to as trust territories.

Article 76

The basic objectives of the trusteeship system, in accordance with the Purposes of the United Nations laid down in Article 1 of the present Charter, shall be:

- (a) to further international peace and security;
- (b) to promote the political, economic, social, and educational advancement of the inhabitants of the trust territories, and their progressive development towards self-government or independence as may be appropriate to the particular circumstances of each territory and its peoples and the freely expressed wishes of the peoples concerned, and as may be provided by the terms of each trusteeship agreement;
- (c) to encourage respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language, or religion, and to encourage recognition of the interdependence of the peoples of the world; and
- (d) to ensure equal treatment in social, economic, and commercial matters for all Members of the United Nations and their nationals, and also equal treatment for the latter in the administration of justice, without prejudice to the attainment of the foregoing objectives and subject to the provisions of Article 80.

Article 77

1. The trusteeship system shall apply to such territories in the following categories as may be placed thereunder by means of trusteeship agreements:

- (a) territories now held under mandate;
- (b) territories which may be detached from enemy states as a result of the Second World War; and
- (c) territories voluntarily placed under the system by states responsible for their administration.

2. It will be a matter for subsequent agreement as to which territories in the foregoing categories will be brought under the trusteeship system and upon what terms.

Article 78

The trusteeship system shall not apply to territories which have become Members of the United Nations, relationship among which shall be based on respect for the principle of sovereign equality.

Article 79

The terms of trusteeship for each territory to be placed under the trusteeship system, including any alteration or amendment, shall be agreed upon by the states directly concerned, including the mandatory power in the case of territories held under mandate by a Member of the United Nations, and shall be approved as provided for in Articles 83 and 85.

Article 80

1. Except as may be agreed upon in individual trusteeship agreements, made under Articles 77, 79, and 81, placing each territory under the trusteeship system, and until such agreements have been concluded, nothing in this Chapter shall be construed in or of itself to alter in any manner the rights whatsoever of any states or any peoples or the terms of existing international instruments to which Members of the United Nations may respectively be parties.

2. Paragraph 1 of this Article shall not be interpreted as giving grounds for delay or postponement of the negotiation and conclusion of agreements for placing mandated and other territories under the trusteeship system as provided for in Article 77.

Article 81

The trusteeship agreement shall in each case include the terms under which the trust territory will be administered and designate the authority which will exercise the administration of the trust territory. Such authority, hereinafter called the administering authority, may be one or more states or the Organization itself.

Article 82

There may be designated, in any trusteeship agreement, a strategic area or areas which may include part or all of the trust terri-

tory to which the agreement applies, without prejudice to any special agreement or agreements made under Article 43.

Article 83

1. All functions of the United Nations relating to strategic areas, including the approval of the terms of the trusteeship agreements and of their alteration or amendment, shall be exercised by the Security Council.

2. The basic objectives set forth in Article 76 shall be applicable to the people of each strategic area.

3. The Security Council shall, subject to the provisions of the trusteeship agreements and without prejudice to security considerations, avail itself of the assistance of the Trusteeship Council to perform those functions of the United Nations under the trusteeship system relating to political, economic, social, and educational matters in the strategic areas.

Article 84

It shall be the duty of the administering authority to ensure that the trust territory shall play its part in the maintenance of international peace and security. To this end the administering authority may make use of volunteer forces, facilities, and assistance from the trust territory in carrying out the obligations towards the Security Council undertaken in this regard by the administering authority, as well as for local defense and the maintenance of law and order within the trust territory.

Article 85

1. The functions of the United Nations with regard to trusteeship agreements for all areas not designated as strategic, including the approval of the terms of the trusteeship agreements and of their alteration or amendment, shall be exercised by the General Assembly.

2. The Trusteeship Council, operating under the authority of the General Assembly, shall assist the General Assembly in carrying out these functions.

XIII

THE TRUSTEESHIP COUNCIL

COMPOSITION

Article 86

1. The Trusteeship Council shall consist of the following Members of the United Nations:

- (a) those Members administering trust territories;
- (b) such of those Members mentioned by name in Article 23 as are not administering trust territories; and

(c) as many other Members elected for three-year terms by the General Assembly as may be necessary to ensure that the total number of members of the Trusteeship Council is equally divided between those Members of the United Nations which administer trust territories and those which do not.

2. Each member of the Trusteeship Council shall designate one specially qualified person to represent it therein.

FUNCTIONS AND POWERS

Article 87

The General Assembly and, under its authority, the Trusteeship Council, in carrying out their functions, may:

(a) consider reports submitted by the administering authority;
(b) accept petitions and examine them in consultation with the administering authority;

(c) provide for periodic visits to the respective trust territories at times agreed upon with the administering authority; and

(d) take these and other actions in conformity with the terms of the trusteeship agreements.

Article 88

The Trusteeship Council shall formulate a questionnaire on the political, economic, social, and educational advancement of the inhabitants of each trust territory, and the administering authority for each trust territory within the competence of the General Assembly shall make an annual report to the General Assembly upon the basis of such questionnaire.

VOTING

Article 89

1. Each member of the Trusteeship Council shall have one vote.

2. Decisions of the Trusteeship Council shall be made by a majority of the members present and voting.

PROCEDURE

Article 90

1. The Trusteeship Council shall adopt its own rules of procedure, including the method of selecting its President.

2. The Trusteeship Council shall meet as required in accordance with its rules, which shall include provision for the convening of meetings on the request of a majority of its members.

Article 91

The Trusteeship Council shall, when appropriate, avail itself of the assistance of the Economic and Social Council and of the spe-

cialized agencies in regard to matters with which they are respectively concerned.

APPENDIX III

Total Number of Secondary Schools, and Numbers of Pupils Enrolled in the Secondary Schools and Secondary Classes in 1942 in British Territories¹

	Boys' Schools	Pupils	Girls' Schools	Pupils	Mixed Schools	Total Schools	Total Pupils
Nigeria.....	30	7,472	4	638	—	34	8,110
Gold Coast..	5	1,897	1	241	1	7	2,138
Sierra Leone.	6	748	4	458	—	10	1,206
Gambia.....	2	82	2	134	—	4	216
Total.....	43	10,199	11	1,471	1	55	11,670

APPENDIX IV

Subjects suggested in the Gold Coast for booklets for newly literates:

It is suggested that in producing material it would be advisable to print four booklets at a time, one from each of the following sections in order to cover a wide field of interest. In the following list, the publisher is given without parentheses when a booklet is suggested for adaptation and free translation. When the book is too long for a penny booklet and portions might be used, or several booklets made, the publisher is given in parentheses. When no publisher is given, no booklet in English has been found.

HEALTH, NUTRITION, HOME, WELFARE

First Aid in Illness (Longmans).

Health and the Home (Sheldon Press).

How To Be Healthy. A.H.L.²

Easy Lessons on the Care of Babies (Sheldon Press).

Advice to Pregnant Women.

About Our Bodies (Sheldon Press).

Children Fight Enemies of Health. A.H.L.

Hygiene Songs.

Talking Woman (Sheldon Press).

What Shall We Eat? (Sheldon Press).

About Food. A.H.L.

Traditional and Other Recipes.

Household Hints (Scottish Mission Book Depot).

How to Dress Well.

¹ *Report of the Commission on Higher Education in West Africa.* H.M.S.O., 1945.

² African Home Library.

Woman's Work in the Home. A.H.L.

Man's Work in the Home.

Christian Family Life. A.H.L.

Studies for Parents on the Christian Home. A.H.L.

Bringing Up Children (Children at Home at School. Oxford University Press).

Teaching on Sex.

Money and the Family (Money and Its Uses. A.H.L. Also Marriage and Debt, Achimota Press).

Clean Water.

Why Have Latrines?

Booklets on Prevalent Diseases (e.g. malaria, leprosy, yaws, venereal disease, tuberculosis, worms).

Advice to Those Leaving Home to Work in Towns (Letters to a Traveler, Lutterworth Press).

Temperance.

Should Women Be Educated? (Sheldon Press).

Homes of Many Lands.

Children of Many Lands.

AGRICULTURE, TRADE, ECONOMICS, GOVERNMENT

Conservation of Soil.

Importance of Trees.

The Fruits of the Ground. A.H.L.

Stories on Manure, Seed Selection, Etc. (Mone Fe's Visits. Sheldon Press).

Crops, Poultry Stock, Pigs.

Crafts and Industries (The Making of Things. A.H.L.).

How To Keep Out of Debt. A.H.L.

Simple Accounting.

Debts Make Difficulties. A.H.L.

The Co-operative Movement. A.H.L. (24, 54, 56).

Labour (Employers and Employed. A.H.L.).

The Trade of West Africa. A.H.L.

4-H Clubs (Sheldon Press).

Young Farmers Clubs in Africa. A.H.L.

A School on Wheels. A.H.L.

My Country.

The Law. A.H.L.

My Part in Government.

Safety First, Rules of the Road, Etc.

Government, Local and Central.

CHRISTIANITY

The Life and Teaching of Jesus.

Story of the Cross. A.H.L.

Stories Told by Jesus. A.H.L.

Country of Jesus. A.H.L.

Life of St. Paul. A.H.L.

Biographies of Bible Heroes.

Some Women of the Gospels. A.H.L.

Some Women of the Old Testament. A.H.L.

Women Christians Long Ago. A.H.L.

Prophets of the Old Testament. A.H.L.
 The Greatest Book in the World. A.H.L.
 How We Got the Old Testament. A.H.L.
 How the New Testament Came to Us. A.H.L.
 The Christian in God's World. A.H.L.
 Women Pathfinders. A.H.L.
 Christian Marriage.
 Forgiveness.
 A Guide to Private Prayer. A.H.L.
 Morning and Evening Prayers. A.H.L.
 Teaching Children to Pray.
 Our Own African Saints (Little Books for Africa. Sheldon Press).
 Year's Bible Readings. A.H.L.

GENERAL

Biographies and Sayings of Famous Men (A.H.L. Abraham Lincoln;
 George Washington Carver; Aggrey; John Bunyan; Wilberforce and
 Shaftsbury; Florence Nightingale; John Wesley).
 Extracts from Up From Slavery (Booker Washington).
 Local Stories, Proverbs, Songs.
 Plays and Dialogues on Subjects of Interest.
 Stories (A.H.L. — Kalosa of the Pontoon; The Wisdom Charm; The
 Forbidden Circle; Hanahela — United Society).
 Stories and Allegories of Other Lands.
 The Advantages of Reading.
 Geography (A.H.L. Four Great Rivers of Africa; Some Deserts and
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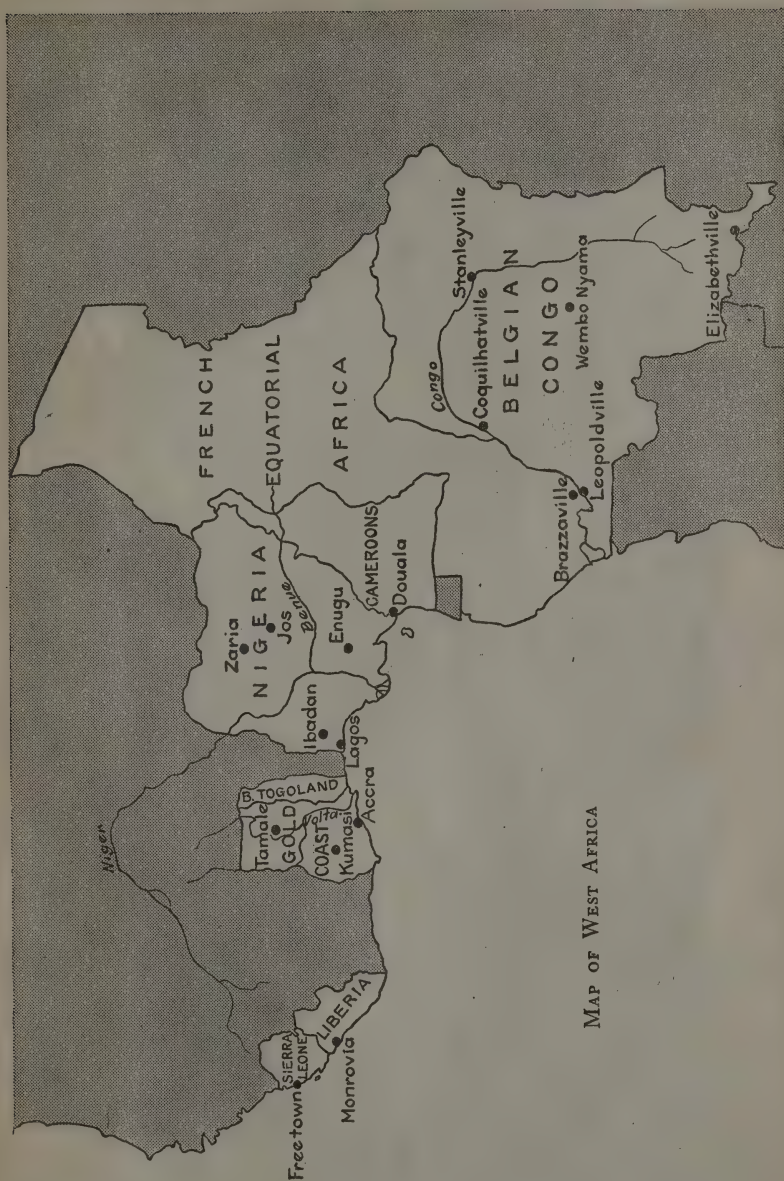
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